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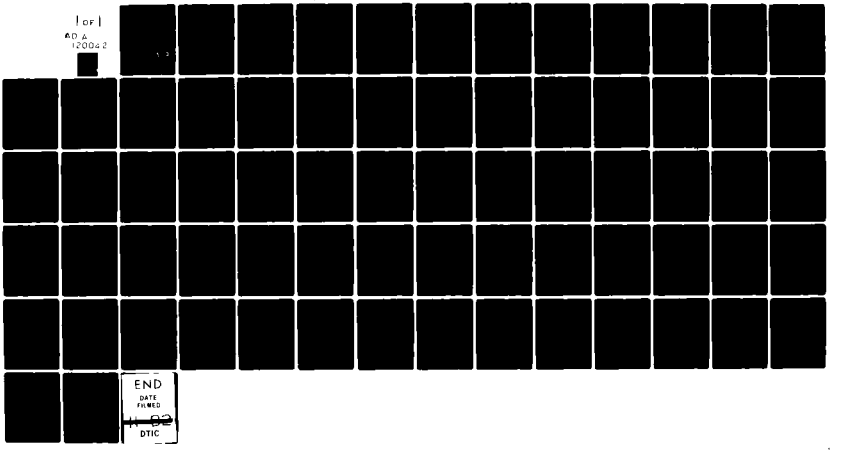

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NORTH AMERICA &
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ARMY MANAGEMENT OF CLOTHING AND EQUIPMENT STUDY

VOLUME 1

JUNE 14, 1982

Submitted to:
Directorate for Transportation,
Energy and Troop Support
Office, Deputy Chief of Staff for Logistics
Department of the Army
The Pentagon
Washington, D.C. 20310

Contract Number MDA 903-81-C-0585

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Study examined existing Army personal/org clothing and individual equipment management processes and resulted in major changes in regulations and managing organizations. Changes included rewrite/establishment/changes to 19 ARs/guidance documents, establishment of an ARSTAF proponent office, an operational focal point at HQDARCOM, simplified materiel requirement documents, a MACOM user advisory group, and an Army-level general officer level board to review and approve all clothing and individual equipment for introduction into the Army.

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PREFACE

The Army Management of Clothing and Equipment Study was conducted by CACI, Inc. - Federal, under contract MDA903-81-C-0585, dated September 15, 1981, with the Office of the Deputy Chief of Staff for Logistics, Headquarters, Department of the Army.

For years, the Army had been experiencing significant problems in the management of this vital commodity. The wide variety of clothing and equipment required to support the individual soldier and the numerous organizations involved in the fielding process, made efficient management difficult and fragmented. Efforts by various agencies involved in the functions of requirements determination; design, development and testing; phase-in/phase-out planning; and stock availability were neither appropriately defined nor effectively coordinated. In recognition of this untenable position confronting the Army General Staff and Major Commands, the Deputy Chief of Staff for Logistics initiated efforts to acquire contract support to examine, analyze, and assess the existing Army personal and organizational clothing and individual equipment life cycle management processes, and recommend a more cost-effective and responsive way of doing business.

The courses of action and recommendations contained in this Study are the result of the analysis performed under contract by CACI, and are presented in Volume I and Addendum thereto. The Addendum includes detailed information used in developing management methodology and organizational changes recommended for implementation. There were two modifications to the basic contract; one to provide for acceleration of the draft report to March 1, 1982, and one to provide for revisions and drafts of Army Regulations affected by the Vice Chief of Staff, Army's approval of the recommended management concepts. To accomplish the revisions and provide drafts of the Army Regulations within the desired timeframe, and remain within FY 1982 budget resources, it was necessary to delete the requirements to review automation alternatives and to develop a plan for improved data collection procedures with the intention of pursuing this critical facet for the effective Army management of clothing and individual equipment at a later date.

The advice, cooperation, professional acumen, and constructive criticism provided by the Contracting Officer's Technical Representative, Ms. Vivian McKenzie, her assistant, Major James R. Hall, members of the Study Advisory Group and General Officer In-Process Review committee, are greatly appreciated. These contributions were of immense value to CACI in accomplishing this Study and developing the proposed management concepts and organizational realignments for the Army's clothing and individual equipment commodity.

TABLE OF CONTENTS

TABLE OF CONTENTS

(Continued)

LIST OF FIGURES

LIST OF FIGURES
(Continued)

LIST OF FIGURES
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EXECUTIVE SUMMARY

BACKGROUND

Clothing and equipment management has been a concern for some time to the Army leadership. This concern began to accentuate with recent developmental problems surfacing in the Battle Dress Uniform, Infantry Combat Boot, and Combat Vehicle Crewman's Clothing, coupled with the perception that management of this vital commodity was undisciplined and fragmented.

The Deputy Chief of Staff for Logistics, in acknowledgement of the importance of correcting this problem, sponsored a contractual effort to conduct an "Army Management of Clothing and Equipment Study". A contract was awarded to CACI, Inc. - Federal, on September 15, 1981 for completion by June 14, 1982.

The study was performed in concert with a Contracting Officer's Technical Representative and guided by a Study Advisory Group (SAG) made up of representatives of major Army staff agencies. The major decisions were made by a General Officer In Process Review (GO IPR). The presentations made to the GO IPR are contained in Appendix G to the Report Addendum.

APPROACH

The study began with the documentation of the current Army manage of clothing and equipment. This was an invaluable element for it establ a baseline of understanding for Study Team members and Army participants. This was followed by a review of other Military Services and non-DoD activities' management of clothing and equipment.

The overall management of clothing and equipment was segregated into numerous processes. These processes, identified and analyzed, were assessed and recommendations offered to improve the current methods of clothing and equipment management. Proposals for alternative management systems were offered to the SAG and GO IPR and selection of the preferred system was made and approved by the Vice Chief of Staff for in-depth examination (found in Appendix D).

FINDINGS

The most significant finding of the study established that no single organizational entity or individual is in charge of clothing and individual equipment. This problem is magnified by the excessive number of organizations that have, in one way or another, a role in the management system; the division of responsibilities which are ill-defined and unwieldy; and use of different management processes for personal clothing than those used for organizational clothing and individual equipment.

The analysis also confirmed that DARCOM, the highest level logistics organization in the Army, does not make a significant contribution to the readiness or support of clothing and individual equipment. Its predominant function has been in the development process through the Natick Research and Development Laboratories.

Except for the authority vested in the Army Uniform Board, clothing and equipment is not accorded either the visibility or the importance it deserves. Much of the organizational clothing and individual equipment is conceptually approved, developed, and tested with DARCOM/TRADOC approval.

The Army Uniform Board is a large and unwieldy entity that meets on an infrequent basis to review and approve only personal and optional clothing, and heraldic items. Organizational clothing and individual equipment follows a different path from concept through testing utilizing different appropriations for budgeting and funding.

Many varied appropriations are used in the clothing and equipment program which causes difficulties in PDIP preparation. The lack of requirements identified in the OMA documents is another contributing factor.

DARCOM has failed to date to treat this commodity in a way to expedite the developmental process. It is treated as any non-major system; however, in some instances, the development process can still take up to five years to complete.

Clothing and equipment is susceptible to automation; yet today, this capability exists only in a non-integrated manner. Some aspects are automated in conjunction with larger functional systems.

PROPOSED OPTIMUM MANAGEMENT SYSTEM

The Study Team's in-depth examination and independent assessment of the Army management of clothing and equipment has led to several major courses of actions regarding an optimum management system. Although somewhat unique and innovative, the courses of actions follow the guidelines established in the alternative approach selected by the GO IPR and approved by the VCSA, and are listed below:

- o Establish a Program Management Office at DARCOM
- o Establish a proponent office at DA ODCSLOG
- o Form an Army Clothing and Equipment Board
- o Form a MACOM Clothing and Equipment Board
- o Promulgate a requirements document pertinent to clothing and equipment
- o Accomplish and/or control development testing at NLABS
- o Assign USASPTAP directly to DARCOM
- o Accomplish appropriate project manager financial consolidations
- o Maintain closer coordination of the production process with DPSC
- o Consider automation of the entire clothing and equipment program

Appendix D, In-Depth Examination of the SAG Selected Management Approach, has documented a management system that overcomes the deficiencies uncovered in reviewing the processes that currently exist. Also, the proposed management system has integrated the study recommendations as an enhancement to control and expedite the entire process from concept to fielding.

SYSTEM OVERVIEW

The System's initial process is the origination of ideas which emanate from the individual soldier or MACOM. MACOMs will dispatch by any communications device, a narrative explanation of the requirement to TRADOC, who continues to act as the user representative. TRADOC will prepare a newly designed requirements document that will express a statement of need; the requirement will be scheduled for review and approval by a MACOM Clothing and Equipment Board (MCEB). Upon Board approval, NLABS will complete the technical portion of the requirements document. The document will be forwarded to the Program Management Office (PMO) at DARCOM Headquarters, who will become the responsible focal point for the Army for the development, testing and fielding of personal clothing, organizational clothing, and individual equipment. This office will serve as the executive administrator and secretary for the Army Clothing and Equipment Board (ACEB). In this capacity, the PMO will schedule the requirement documents for review by the ACEB who will develop recommendations for approval by the CSA/VCSA. Once approved, the PMO will manage and control the development, testing, ultimate adoption of the item, and the preparation of the Supply Request Package (SRP) prepared by USASPTAP and forwarded to DPSC for procurement.

Additionally, a proponent office for the management of clothing and equipment will be established in ODCSLOG for coordinating all ARSTAF functions and responsibilities in this vital commodity grouping. The DCSLOG or ADCSLOG will chair the ACEB.

In summary, adoption of the proposed management system will provide a centralized ARSTAF proponent which will have project manager status for the financial process, a DARCOM Program Manager, and a central board for clothing and equipment under the purview of the DCSLOG. Additionally, the DARCOM Program Management Office will become the responsible operational activity for the entire commodity of clothing and equipment. The proposed management system is further enhanced by incorporating the courses of action previously discussed.

MAJOR RECOMMENDATIONS

- Approve and initiate actions to install the management system contained in Appendix D.
- Select and begin development action to automate the clothing and equipment system
- Initiate action to analyze the Quality Control processes employed in clothing and equipment.
- Initiate action to determine and resolve the impacts of this study effort upon the retail clothing and equipment system.

APPROVED CHANGES TO PROPOSED OPTIMUM MANAGEMENT SYSTEM

This report, while in draft form, was reviewed and assessed to arrive at a concensus opinion as to those changes to be accepted and incorporated into the proposed optimum management system. These changes were briefed to the Vice Chief of Staff, Army, on 14 April 1982. The major points of modification to the Study Report, documented in Appendix F. are recorded below:

- Establish a Commodity Management Office at DARCOM in lieu of a Program Management Office.
- Establish a Clothing and Equipment Advisory Group at TRADOC vice a MACOM Clothing and Equipment Board.
- Utilize dual chairmanship and secretaries (DCSLOG/DCSPER) for the Army Clothing and Equipment Board.
- Development Testing will remain as presently managed.
- Organizational placement of the U.S. Army Support Activity, Philadelphia, will be subsequently determined by DARCOM.

CHAPTER 1

Examination of the Current Army Management of Clothing and Equipment

Webster defines "system" as "a set of facts, principles, rules, etc., classified or arranged in a regular, orderly form so as to show a logical plan linking the various parts." For a successful application of this definition to the Army Management of Clothing and Equipment, it is necessary to construct a definition of "management system" that will enable a regular, orderly form of examining that which currently exists in the managing of this important commodity grouping. A Clothing and Equipment Management System is defined for purposes of this study as "the integration of management processes from determination of need through the development, testing and production process to issue/sale of a clothing or equipment item to the user, providing system requirements and other necessary management information/tracking throughout." The term "management process", as it applies to clothing and equipment is defined as "the identifiable segments of a management system capable of examination and assessment separately". These processes are usually found to be a functional responsibility. For the examination of this commodity, the Study Team has delineated the total system into eight separate processes which are defined as follows:

Concept	-	From the initiation of the idea through documentation to the materiel developer
Development	-	Feasibility of the concept to design and formulation of prototypes
Testing	-	Includes Development Testing (DT) and Operational Testing (OT)
Fielding	-	Modernization of the Force in priority sequence
Production	-	Manufacturing of the end-article for military application
Issue	-	Supply of new clothing or equipment items for use of the soldier
Financial	-	Various appropriations required to fund the clothing and equipment life-cycle management system. Applies to both personal and organizational clothing, and individual equipment systems
ADP	-	Various computer programs and data processing methods used to manage both personal and organizational clothing, and individual equipment systems

It should be noted that whenever the phrase "clothing and equipment" is used, it will be construed to mean the entire range of personal clothing, organizational clothing and individual equipment.

With these definitions in mind, the Army Management of Clothing and Equipment Study required detailed discussions with each person/office identified as having some degree of responsibility in a management process of clothing and equipment. The salient points of these discussions are synopsized for each organizational entity visited and are included in Chapter 1 of the Study.

During the interview process and in the ensuing discussions, a number of conclusions became obvious to the Study Team. The various management processes applicable to personal clothing and equipment differ substantially as to the organizations, types of funding, and persons involved. Also, responsibilities in some cases were either ill-defined or unknown. Most importantly, no single individual or organizational entity is responsible for the clothing and equipment commodity. These observations will be discussed in detail in Chapter 4, Analysis and Assessment of Processes and Issues.

For the purposes of this Study, personal clothing, organizational clothing, individual equipment and optional clothing are described below. Common Table of Allowances (CTA) 50-900, together with CTA 8-100 and CTA 50-970, constitute the only Basis of Issue (BOI) authorization documents for clothing and equipment and are used interchangeably with the following definitions:

Personal Clothing - Military-type clothing and clothing of a personal nature prescribed by the Secretary of the Army and provided to enlisted members under the Armed Forces Clothing Monetary Allowance Policies and Regulations

Examples - Service uniforms, underwear, selected footwear and headgear, and appropriate accouterments

Organizational Clothing - Clothing issued, repaired, cleaned and replaced using OMA funds, based on allowances related to mission or environment

Examples - Cold weather clothing, chemical protective ensemble, body armor

Individual Equipment - Equipment prescribed by CTAs designed for use of the individual soldier

Examples - Entrenching tool, canteen, web belt

Optional Clothing - Personal clothing items authorized for wear but not stocked or procured with appropriated funds

Examples - Windbreaker, sweaters, mess blue and mess white uniforms

The responsibilities involved in the management of clothing and equipment are best understood by an initial discussion of roles in each management process beginning with the Concept Process. In this way, the flow of actions can be represented by organization charts reflecting the process being examined.

The detailed visits to Army organizational elements concerned with some aspects of clothing and equipment are found in Appendix A.

CONCEPT PROCESS

Personal Clothing

Though the initiation of a new article of clothing or the modification of an existing item can emanate from any source, MACOM or individual soldier, a number of initiations come from the Army Uniform Board (AUB). The recommendations or suggestions will usually follow the normal command channels which serves as a filter to eliminate those suggestions unworthy of further consideration.

Once the MACOM recommends approval, the suggestion is forwarded to the Secretary, AUB to determine acceptability and the preparation of a request for evaluation assistance to concerned Army staff activities and other MACOMs. Natick Research and Development Laboratories (NLABS), and/or U.S. Army Support Activity, Philadelphia (USASPTAP), may also be solicited for evaluation assistance. If an item of insignia, The Adjutant General's Office (TAGO) and The Institute of Heraldry (TIOH) will be requested to render evaluation assistance.

Assuming rejection of the suggestion does not take place at this juncture, the evaluating agency's response should provide sufficient justification and details including cost data for the Secretary, AUB to make a valued judgment to continue further investigation leading to development and testing.

A positive decision will require a formal feasibility investigation by DARCOM or TAGO. The projected cost of the feasibility investigation dictates the level of the approving authority, i.e., $5,000, Secretary AUB; $10,000, Director of Human Resources Development; $25,000, DCSPER, and in excess of $25,000 the Chief of Staff, Army/Vice Chief of Staff, Army (CSA/VCSA). Investigation of the feasibility to pursue the suggested development includes many factors to be considered. Some of these factors are environmental, operational, logistical, acceptability, cost, and the capability to produce the items. At this point in the process, formal coordination with the other MILSERVS for standardization purposes is undertaken. Prototype contracts and laboratory testing is accomplished to assure both technological feasibility and realistic cost estimates. A development plan is also prepared as part of the feasibility investigation. The finalized requirements for an item sponsored by the AUB averages five to seven months to complete this action (see Figure 1-1, Concept Process - Personal Clothing).

Organizational Clothing and Equipment

The concept process of organizational clothing and equipment follows a different path, through different organizational elements to arrive at the Research and Development stage. Again, it might be said that anyone can begin the initiation, however, the true beginning point is at the proponent schools of TRADOC, for it is here that the Letter of Agreement (LOA), Required Operational Capability (ROC), or Letter Requirement (LR), is initially prepared. The LOA, ROC and LR are formal requirements documents and documents of record to support effort for material development, a system of formalization that is followed for all and any

item regardless of commodity or complexity. Following generation of the requirements document, coordination and routing through the Combined Arms Center Development Activity (CACDA) and the Logistics Center to TRADOC and DARCOM is effected. Simultaneously, the materiel developer provides TRADOC with a Basis of Issue Plan (BOIP) and Provisional Qualitative and Quantitative Personnel Requirements Information (PQQPRI) for the planned placement of new items of clothing and equipment into the basis of issue authorization document, CTA 50-900. An average of two years is estimated in order for the approved requirements document to reach NLABS (see Figure 1-2, Concept Process - Organizational Clothing and Equipment).

DEVELOPMENT PROCESS

Personal Clothing

The results of the feasibility investigation are presented to the AUB for evaluation and recommendation. The Secretary, AUB prepares a summary of the meeting and a Decision Memorandum for the CSA. The decision by the CSA marks the beginning of the development phase.

The Secretary AUB prepares a tasking letter to DARCOM or TAGO, as appropriate, to develop the item as recommended by the AUB and approved by the CSA. All known data, guidance, and parameters are included in the tasking letter. This letter provides authority to expend funds for developing the item. USASPTAP will begin phase-in/phase-out planning based upon receipt of an information copy of the tasking letter.

NLABS and TIOH, as the action offices of DARCOM AND TAGO respectively, begin the development work. This includes selection of materiels, colors, laboratory testing, cost, producibility, military utility and suitability, and other pertinent factors. At this juncture, standardization efforts with other MILSERVS are made. The test plan is also developed. USASPTAP prepares the phase-in/phase-out plan in coordination and review with ODCSLOG and ODCSOPS. Utilization of the old assets is a key ingredient to the ability of the Army to field the new item on a timely basis.

Depending upon the sophistication of the item under development, another AUB meeting may be required to review alternatives and prototypes. A decision to test is made by the CSA at this point (see Figure 1-3, Development Process - Personal Clothing).

Organizational Clothing and Equipment

The development phase of organizational clothing and equipment begins at NLABS or TIOH upon receipt of the formal requirements document. Since the Study Team was able to establish that NLABS plays a significant role in preparation of the requirements document because of their inherent technical expertise as opposed to the combat developer, it would appear that concurrent development planning should be undertaken—a happening that was not confirmed. Also, conversation at various levels continually stressed that the development steps of major weapons systems did not materially differ from the development steps of an item of organizational clothing/equipment. To overcome this recognized deficiency, DARCOM has written a draft DARCOM Pamphlet No. 11-8, Life Cycle Manage-

ment of Small Developmental Projects, and dispatched it for coordination on 16 May 1980. NLABS hand-carried its comments on 26 June 1980 by formal letter, Subject: Proposed DARCOM Pamphlet 11-8, Life Cycle Management of Small Development Projects (SDP), dated 25 June 1980. This listing of the activities and events for SDP (Figure 1-4) is, even though reduced from major systems development, a significant undertaking. This subject is further addressed in Chapter IV, Analysis and Assessment of Processes and Issues (see Figure 1-5, Development and Testing Process - Organizational Clothing and Equipment).

TESTING PROCESS

During the development process performed by NLABS, a significant amount of testing, defined as laboratory testing takes place. If the item is a personal clothing item, this laboratory testing is construed as replacing the development testing unless it is determined that such testing is required to assure it is ready for production and meets the needs of the user. Operational testing is accomplished by sending production quantities to TRADOC and other MACOMS for acceptability determination by actual wearers. The testing process for uniform items is not a structured or closely monitored exercise as that found in testing of organizational clothing and individual equipment.

Laboratory testing also takes place during the development of organizational clothing and individual equipment. Once the item is ready for full scale development testing, this phase of the process is the responsibility of the U.S. Army Test and Evaluation Command (TECOM). TECOM has begun planning for the test while the item was in its requirements document stage. A Test Project Manager and his task team will oversee the development testing which is designed to insure that the engineering design and development is complete and will meet specifications. The testing is documented by a series of structured test plans and reports followed by an Independent Evaluation Plan (IEP).

In the case of operational testing of organizational clothing and individual equipment, the Infantry School at Fort Benning, Georgia, is the responsible agency for conducting such tests. Beginning with the receipt of the requirements document, the Infantry School initiates the final programming, test and evaluation plans that enables satisfaction of the requirements for operational testing. The Infantry School coordinates with TRADOC, Operational Test and Evaluation Agency (OTEA), and materiel developers and uses the Infantry Board as one of its test activities (see Figure 1-5, Development and Testing Process - Organizational Clothing and Equipment).

FIELDING PROCESS

The fielding process begins with the prioritization determination made by ODCSLOG utilizing the Department of the Army Master Priority List (DAMPL), and Logistics Structure and Composition System (LOGSACS), plus any known requirements for units they wish to equip before others. USASPTAP uses this information to develop the fielding plan as part of the Supply Request Package. USASPTAP refers to the fielding plan as the Modernization Plan. ODCSLOG plays a role in reviewing and contributing to this plan. Units will then be directed to submit requisitions at the appropriate time to the Defense Personnel Support Center (DPSC). In some cases, USASPTAP will require the requisitions to be

routed through them to insure priority sequence (see Figure 1-6, Fielding and Issue Processes - Personal Clothing and Figure 1-7, Fielding and Issue Processes - Organizational Clothing and Equipment).

PRODUCTION PROCESS

The production process of the majority of clothing and individual equipment is accomplished by DPSC. Using the requirements predictions contained in the Supply Request Package (SRP) prepared by USASPTAP, coupled with other military service requirements, if applicable, the initial buy is computed by DPSC after applying their Administrative, Procurement and Production Lead Time estimates, safety levels and other pertinent stockage criteria appropriate to the item being procured. DPSC personnel will also determine the need for production test and the quantity to be produced for the test or first article testing. The degree of testing depends upon the sophistication of the item, similarity to existing items that have been successfully produced, and the technical capability of the selected manufacturer.

DPSC's past performance indicates that an 18-24 month period of time transpires until the first significant deliveries are expected on a contract. While on the surface, this time may be considered excessive, it is not different from that experienced by other Inventory Control Points in any of the MILSERVS. Though the end article of clothing may be peculiar to the Military, it is entering a manufacturing industry that accepts orders in the civilian sector a year or more in advance of the production time. Often, this equates to the military requirement competing for production time and, with the larger manufacturers, this represents a relatively small segment of production capability.

ISSUE PROCESS

Requisitions are submitted in MILSTRIP format direct from using organizations, CIIPs, and AAFES to DPSC. DPSC establishes the Estimated Date of Supply (EDOS) which is notification to the field of the anticipated date stocks will be available from the production source. Use of the EDOS eliminates requisitions from being backordered.

In selected cases, USASPTAP will require organizations to route requisitions through them to insure prioritization efforts are in accordance with the desires of the Army.

FINANCIAL PROCESS

Clothing and equipment is financed through a number of different appropriations and/or programs. Also, the sponsor or Program Director for these appropriations vary as clothing and equipment is not treated as any type of singular category for funding purposes.

Figure 1-8 depicts the current financial structure that supports personal clothing, organizational clothing and individual equipment:

CATEGORY	PROGRAM APPROPRIATION	DIRECTOR
Personal Clothing		
Development Program	OMA - PROGRAM 7	DCSLOG
Issues/Allowances AA	MPA	DCSPER
Issues/Allowances NG	NGPA	ARNG
Issues/Allowances RESERVES	RPA	CAR
ROTC Uniform Allowances	RPA	DCSPER
Requisition to Wholesale Activity	STOCK FUND	DCSLOG
Organizational Clothing and Individual Equipment		
RDT&E	R&D	DCSRDA
Active Army Issues	OMA - PROGRAM 2	DCSOPS
Active Army Trainees	OMA - PROGRAM 8	DCSOPS
ROTC	OMA - PROGRAM 8	DCSOPS
Reserve Forces	OMAR	CAR
ARNG	OMANG	ARNG
Requisition to Wholesale Activity	STOCK FUND	DCSLOG

Figure 1-8

The Army's approximate expenditure for all clothing and individual equipment during FY 1981 was: Personal clothing - $142 Million Stock Fund and $600,000 OMA (Development/Design); Organizational Clothing - $73 Million Stock Fund and $8 Million R&D; and Individual Equipment - $60 Million Stock Fund and $4 Million R&D. Since this $287 Million expenditure is not considered a major program one cannot discern specific budget entries unless a significant increase or decrease is documented (see Figure 1-9, Financial Process - Personal Clothing and Figure 1-10, Financial Process - Organizational Clothing and Equipment).

AUTOMATED DATA PROCESSING (ADP)

The ADP process for clothing and individual equipment is found as a small part in various current systems - a total system, per se, does not exist.

Within the ODCSRDA, mechanized computer programs provide print-outs/listings reflecting budget data and other appropriate information necessary for the Department of the Army System Coordinator (DASC) to prepare information for the Program Objective Memorandum (POM) relative to clothing and individual equipment. Other ADP print-outs depict program element status at the project and task level enabling the DASC to manage the clothing and individual equipment R&D programs.

The Logistics Structure and Composition System (LOGSACS) enables ODCSOPS to provide automated listings to assist in the clothing and equipment prioritization process. The LOGSACS, coupled with the Department of the Army Master Priority List (DAMPL) and other mechanized print-outs, enable ODCSOPS to determine which units should be equipped before others - an important segment in developing the fielding plan for new clothing and equipment items.

Unlike the ODCSRDA and ODCSOPS, the only automated products utilized within the ODCSLOG clothing and equipment management structure are listings containing pre-positioned war reserve assets. These listings are normally 3-4 months old when used.

The Force Modernization Coordination Office, OCSA, remains cognizant of the research and development status of selected clothing and equipment items considered essential to force modernization by the use of the Modernization Requirements Information Systems (MRIS).

U.S. Army Support Activity, Philadelphia (USASPTAP) ADP requirements are coordinated with the Office of Data Systems at DPSC as well as the Directorate for Management Information, TSARCOM. USASPTAP also works closely with DPSC to ensure a daily tie-in with the Standard Automated Material Management Sytem (SAMMS). USASPTAP performs continuous clothing and equipment supply status reviews/updates on other mechanized systems such as the Requisitioning History System, Automated O&MA Obligation plans, the Army Master Data File (AMDF), and the Defense Inactive Item Program (DIIP).

DPSC is fully automated and in a standard mode. The extractions of DPSC procurement/supply data by the military services via terminals is possible and accessible from three major files; National Inventory Record; Requisition and Status File; and Due-in File. DPSC is converting its unique clothing and

equipment computer system to SAMMS, the standard logistical computer system used at the other DLA Inventory Control Points (ICPs).

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF PERSONAL CLOTHING (CONCEPT PROCESS)

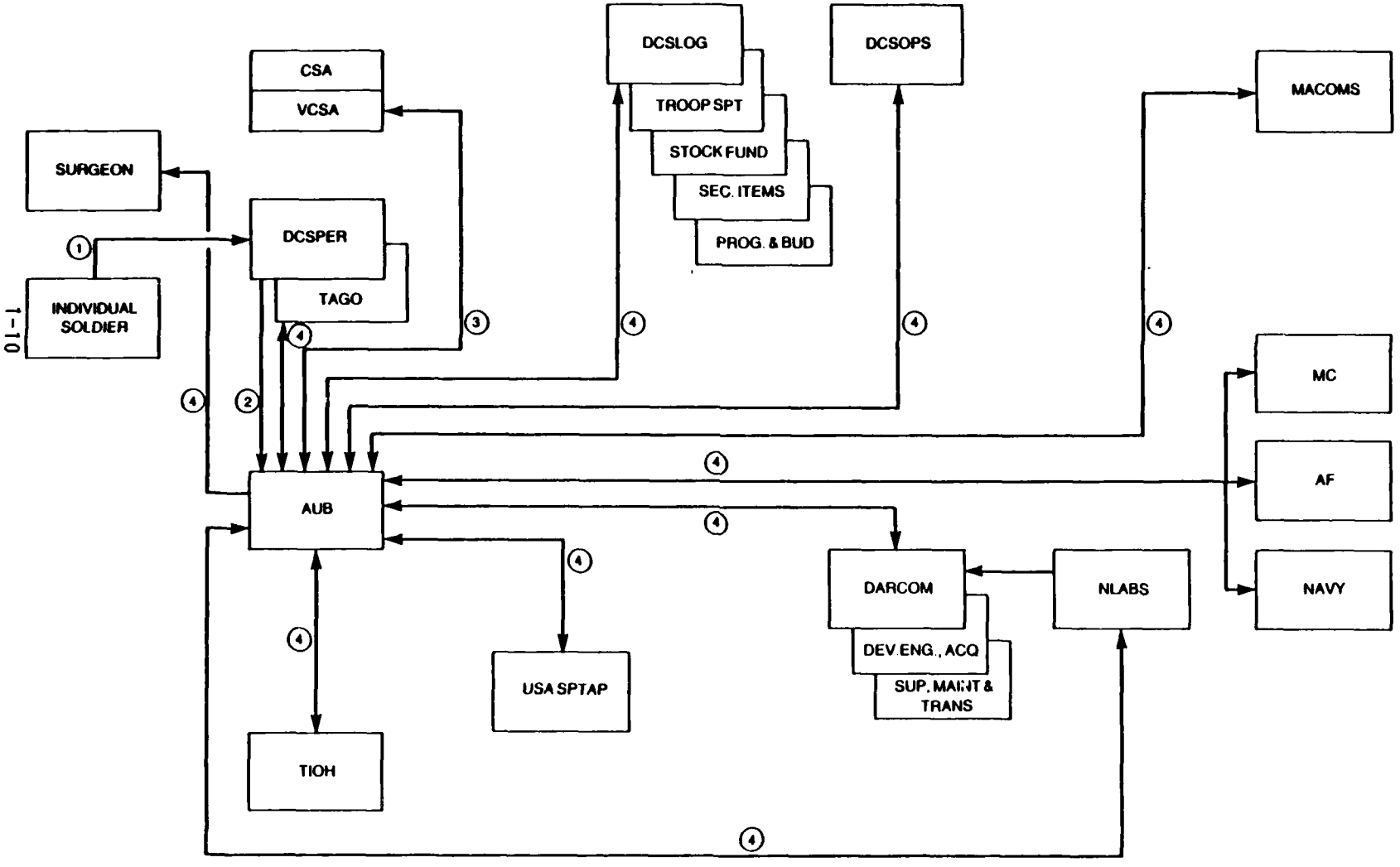

FIGURE 1-1

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF ORGANZATIONAL CLOTHING & EQUIPMENT (CONCEPT PROCESS)

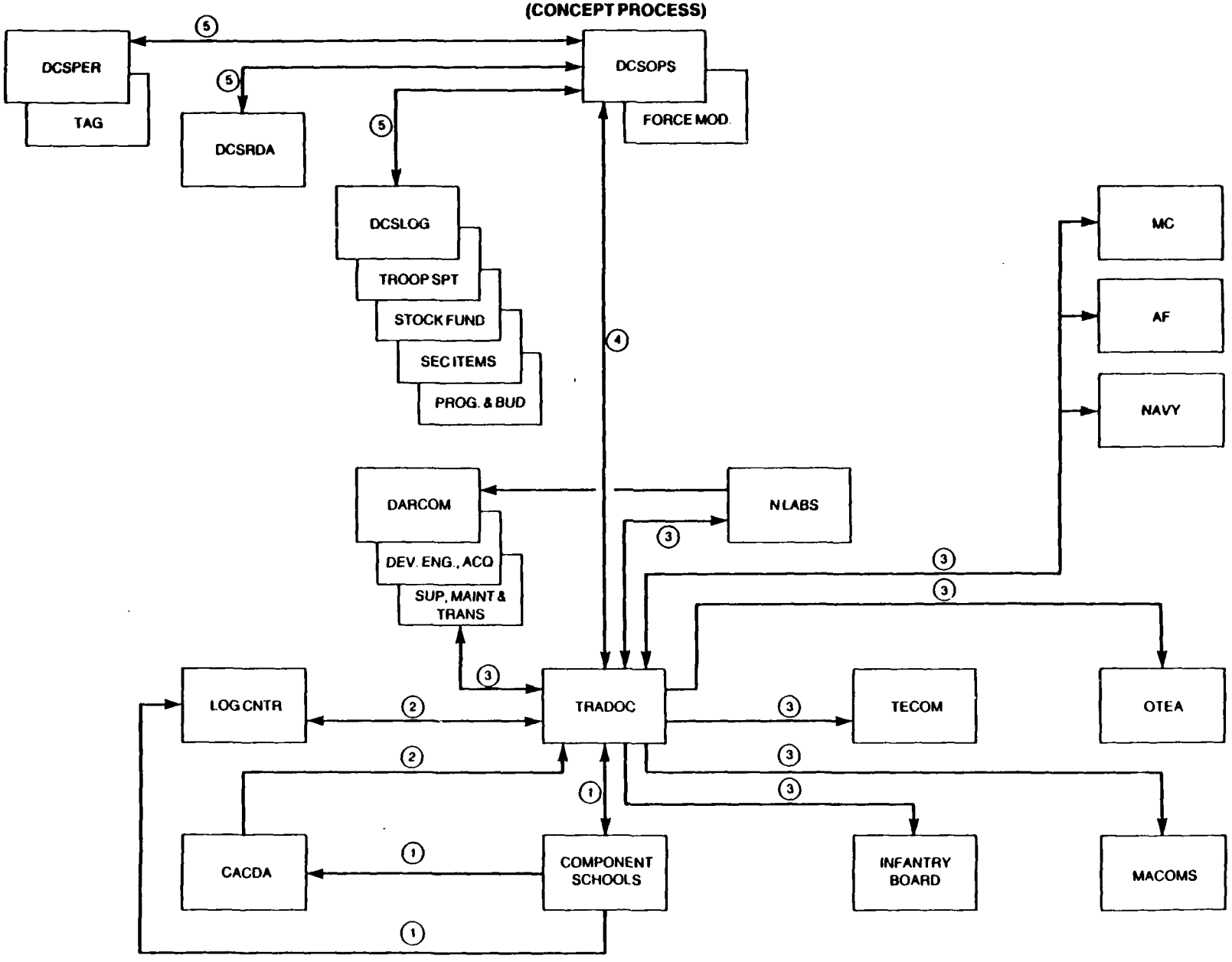

FIGURE 1-2

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF PERSONAL CLOTHING (DEVELOPMENT PROCESS)

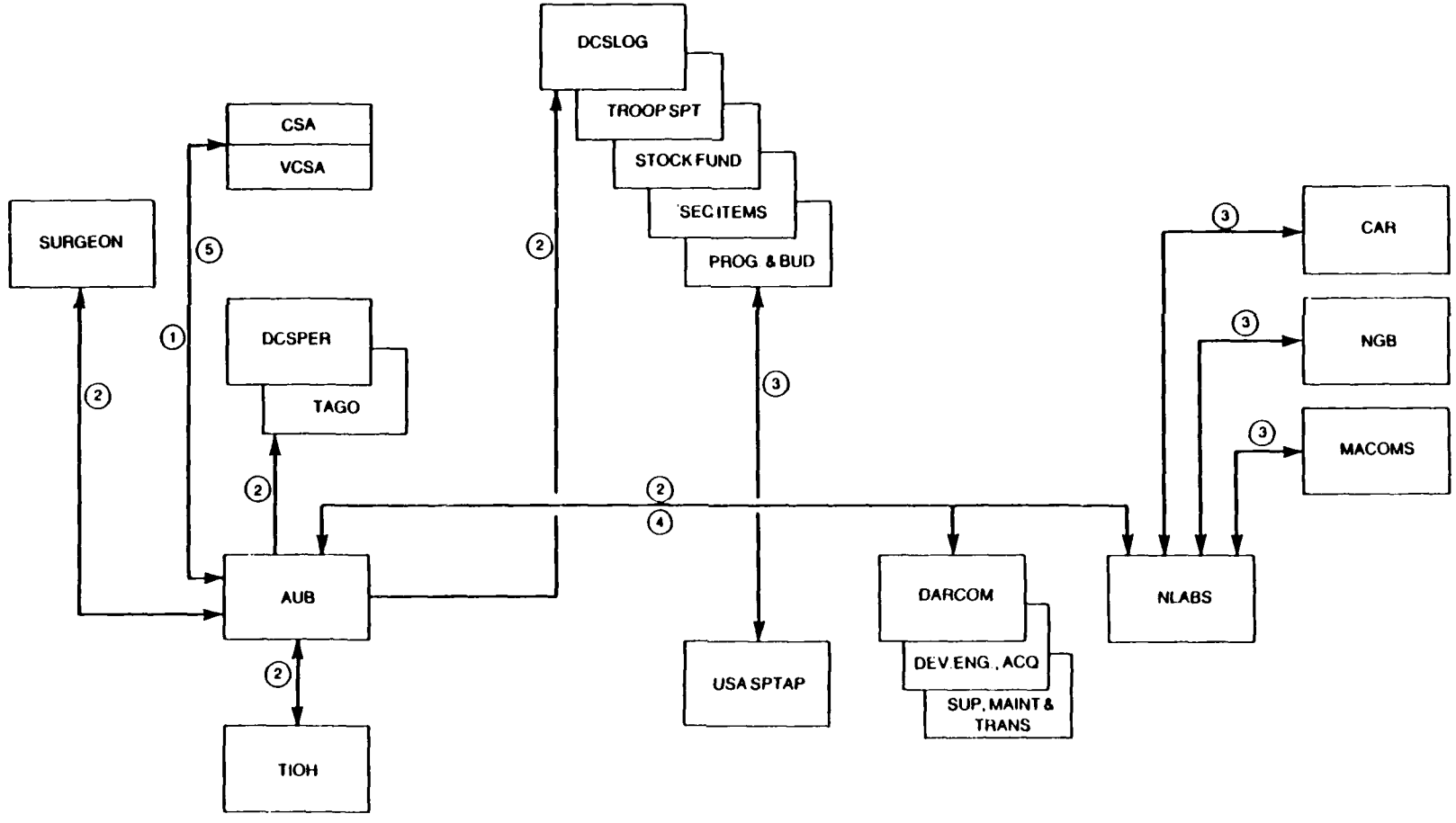

FIGURE 1-3

Listing of the Activities and Events for Small Developmental Projects (SDP)

The following listing depicts the actions, or blocks, to be accomplished during the life cycle of a small developmental project.

The block numbers in the left column apply to both SDP-Simple and SDP-Complex. The block numbers in the right column generally apply to SDP-Complex only.

a. FIRST PHASE: DEFINITION PHASE (SDP-Simple)
CONCEPTUAL PHASE (SDP-Complex)

SDP-S Block #	SDP-C Block #	Title
	030*	Science and Technology Objectives (STO)
040*		Technology Base Project
	100*	Program Directive 1 (PDIR 1)
101		6.2 Program
102		Materiel Concept Investigations
158		Health Hazard and Safety Assessment
	156	Engineering Design Test (EDT)
109*		DARCOM - TRADOC Discussions
	112	Logistic Support Concept
	113 & 114	Personnel and Training Concept
115*		Integration/Interoperability Assessment
231		Basis of Issue Plan 1 (BOIP 1)
186		Outline Acquisition Plan (OAP)
	233	Initial Unit Structure
	184	Independent Estimate
105*		Feasibility Study (FS)
181		Cost and Operational Effectiveness Analysis (COEA) or Mini-COEA
	121	Letter of Agreement (LOA)
185*		In-Process Review (IPR) Package
188		Special IPR

b. SECOND PHASE: DEMONSTRATION PHASE (An optional phase for SDP-Simple)
VALIDATION PHASE (SDP-Complex)

204*	6.3 Program
224*	Critical Issues for Development and Test

Figure 1-4

SDP-S Block #	SDP-C Block #	Title
222		Design and Development, In-House
	223	Survivability Analysis
	203	Work Breakdown Structure (WBS)
	206	Reliability, Availability and Maintainability (RAM) Planning
	242	Transportation and Handling Analysis
157		Environmental Assessment
318		Health Hazard and Safety Analysis
	208	Maintenance Planning
	113	Preliminary Qualitative and Quantitative Personnel Requirements Information (PQQPRI)
	237	Initial Planning for Training Devices
	241	New Equipment Training (NET) Planing
269*		Initial Test Planning
	142	Force Level Guidance
	254*	Identify Contract Scope
	266	Contract Award
302		Fabrication of Critical Components or Advanced Development Prototypes
	236	Tentative Military Occupation Speciality (MOS)
356		Draft Army Materiel Plan (AMP)
	173	Test Integration Working Group (TIWG)
	174	Independent Evaluation Plan (IEP) for Development Test (DT) 1
	175*	Input to Test Plans
	177	Outline Test Plan (OTP) for DT 1
	179	Coordinated Test Plan (CTP)
303		Drawings and Specifications
354		Producibility Engineering and Planing (FEP)
247		Other Logistics Support Technical Data
	246	Support and Test Equipment
	307	Physical Teardown and Maintenance Evaluation (PTME)
	308	Functional Configuration Audit (FCA)
291		EDT
336		Test Report
	321	Safety Statement
	326	DT 1
	314*	Transportation and Handling Tests
163		Technical and Cost Data for COEA
	328	Test Incidents
	336	Test Report of DT 1

Figure 1-4

SDP-S Block #	SDP-C Block #	Title
339*		Evaluation of AD results
	372	Refine Independent Estimate
367		COEA or Mini-COEA
373		Acquisition Plan (AP)
374*		IRP Package
377		Validation IPR
c. THIRD PHASE:		FULL-SCALE DEVELOPMENT (FSD) PHASE
	400*	PDIR 2
401		6.4 Program
292		Letter Requirement (LR) or Required Operational Characteristics (ROC)
419		Design and Development, In-House
	403	WBS Expanded
	404	RAM Characteristics and Analysis
467		Critical Issues for Test
471		Initial Test Planning
	437	Requirements for System Support Package (SSP)
407		Contract Scope and Test Requirements
	408	Identify and Order Government Furnished Equipment (GFE)
497		Advance Procurement Plan
448		FSD Contract Award
425		BOIP 11
495		AMP
577		Materiel Fielding Plan (MFP)
409		Transition Plan
	462	Product Assurance Plan
	436	Provisioning Plan
	487	Validation Plan for Equipment Publications
	574	Maintenance Plan
	422	Training Plan
	571	Depot Maintenance Work Requirements (DMWR)
	560*	Mission Support Plan
	572	Essential Repair Parts and Special Tools List (ERPSTL)
485		In-Depth Design Review
486		Contract Administration
471 & 474		IEP for DT 11 and Operational Test 11 (OT 11)
473 & 475		OTP for DT 11 & OT 11
477		CTP 11

Figure 1-4

SDP-S Block #	SDP-C Block #	Title
510		Arrangements for Test Facilities and Support Resources
519		Request for Cataloging Action
518		Generic Line Item Number (LIN)
491		National Stock Number (NSN)
511		FSD Prototypes
457		Drawings and Lists
	458	Production Processes and Machinery
	516	Supply Support
	561 & 562	Draft Field Manuals (FM) and Technical Manuals (TM)
	514	Maintenance Allocation Chart (MAC)
	433	NET
	416*	Instructor and Key Personnel Training
	517	Doctrine and Organizational Test Support Package
	565	QQPRI
	567	Table of Organization and Equipment (TOE)
484		Update AP
507		EDT
520		PTME
	521	Functional and Physical Configuration Audit
529		Safety Statement for DT 11 - OT 11 Test Models
537		DT 11
	434	Transportation and Handling Tests
530		Safety Release for OT 11
546		OT 11
539		Test Incidents
544 & 547		Test Reports
	543	Class 1 Engineering Change Proposals (ECP)
	555	Action on ECP's
	450*	Production Readiness Review (PRR)
	454	Order Long Leadtime Items (LLI)
545		Independent Evaluation Report (IER) of DT 11
	548	IER of OT 11
585		Refine Independent Estimate
584		Update COEA and Mini-COEA
588		Update AP
580*		IPR Package
591		Development Acceptance (DEVA) IPR
595		Type Classification (TC) Standard

Figure 1-4

d. FOURTH PHASE: PRODUCTION PHASE

SDP-S Block #	SDP-C Block #	Title
738		Transition from R&D Command to MR command (SDP-S only)
	605*	PDIR 3
663		Product Baseline
	708	Initial Production Facility
655*		Review Technical Data Package for Production
611		Production Contract Award
646		Production Items
	773	Special Tools and Calibration Equipment
	775*	Support Items
	642	Training Aids
	703 & 704	First Edition TM's and FM's
783		Quality Assurance Sampling
	768	Plan TOE
774		The Army Authorization Documents System (TAADS) & Common Table of Allowances (CTA)
772		Repair Parts Fill
787		First Article, Post-Production Test (FA-PPT)
	788	Post-Production Sampling
	781 & 798	Resident & Unit Training
791		Certification for Issue and Release
	779*	Technical Assistance
799		Initial Operational Capability (IOC)

e. LAST PHASE: OPERATIONAL PHASE

	738	Transition from a R&D Command to a MR Command
802*		Continued Troop Use
	803	Follow-On Evaluation
853		Care of Supplies in Storage (COSIS)
	846	Product Improvement Program
	851	Army Modification Work Order (MWO)
	849	Depot Rebuild Program
856		Stock Distribution and/or Redistribution
863		Follow-On Procurement Actions
879		Materiel Objective Attained
941		TC Obsolete
	951	Environmental Impact of Disposal Plan
961		Disposal

Figure 1-4

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF ORGANIZATIONAL CLOTHING & EQUIPMENT (DEVELOPMENT AND TESTING PROCESSES)

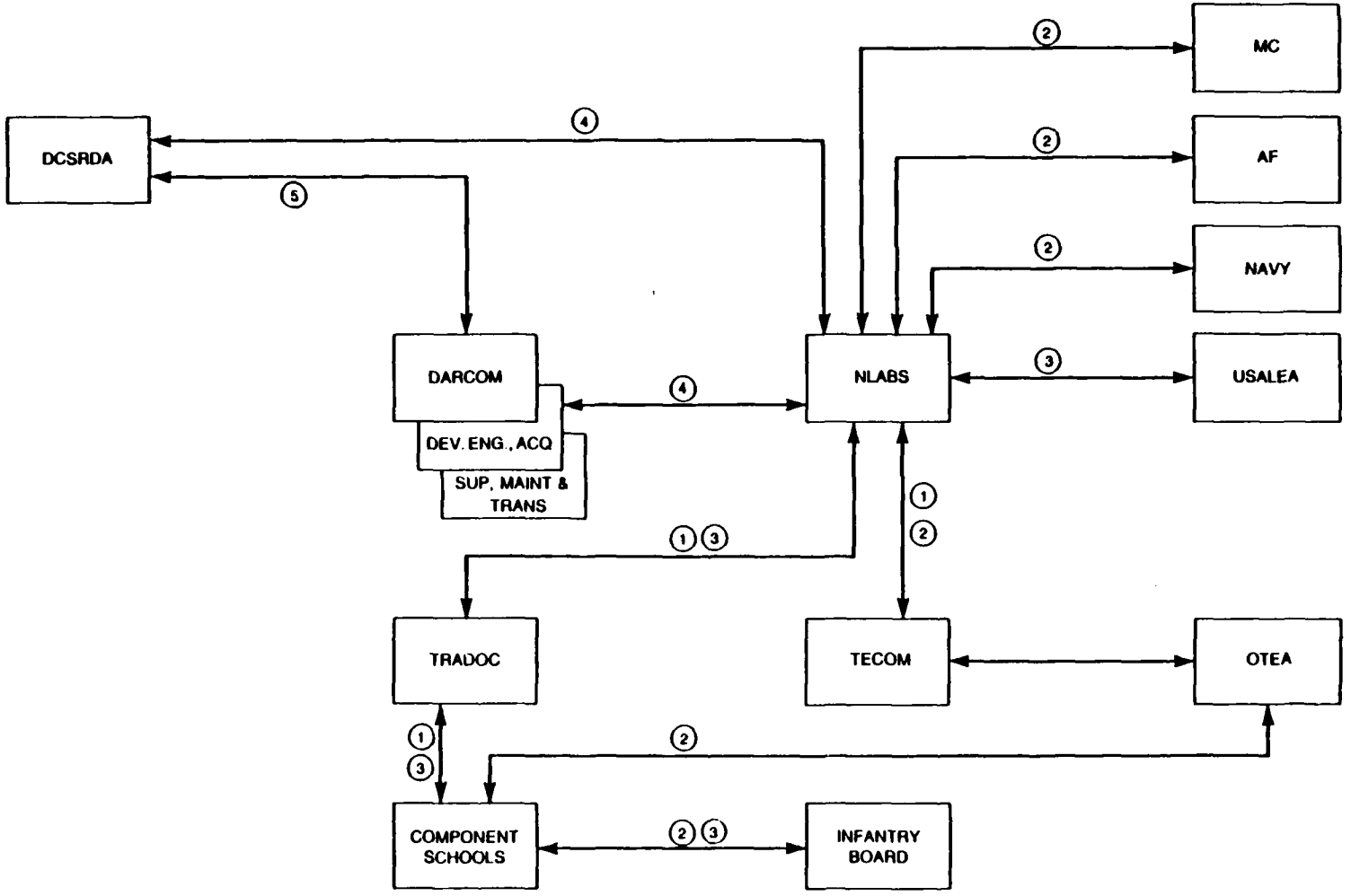

FIGURE 1-5

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF PERSONAL CLOTHING (FIELDING AND ISSUE PROCESSES)

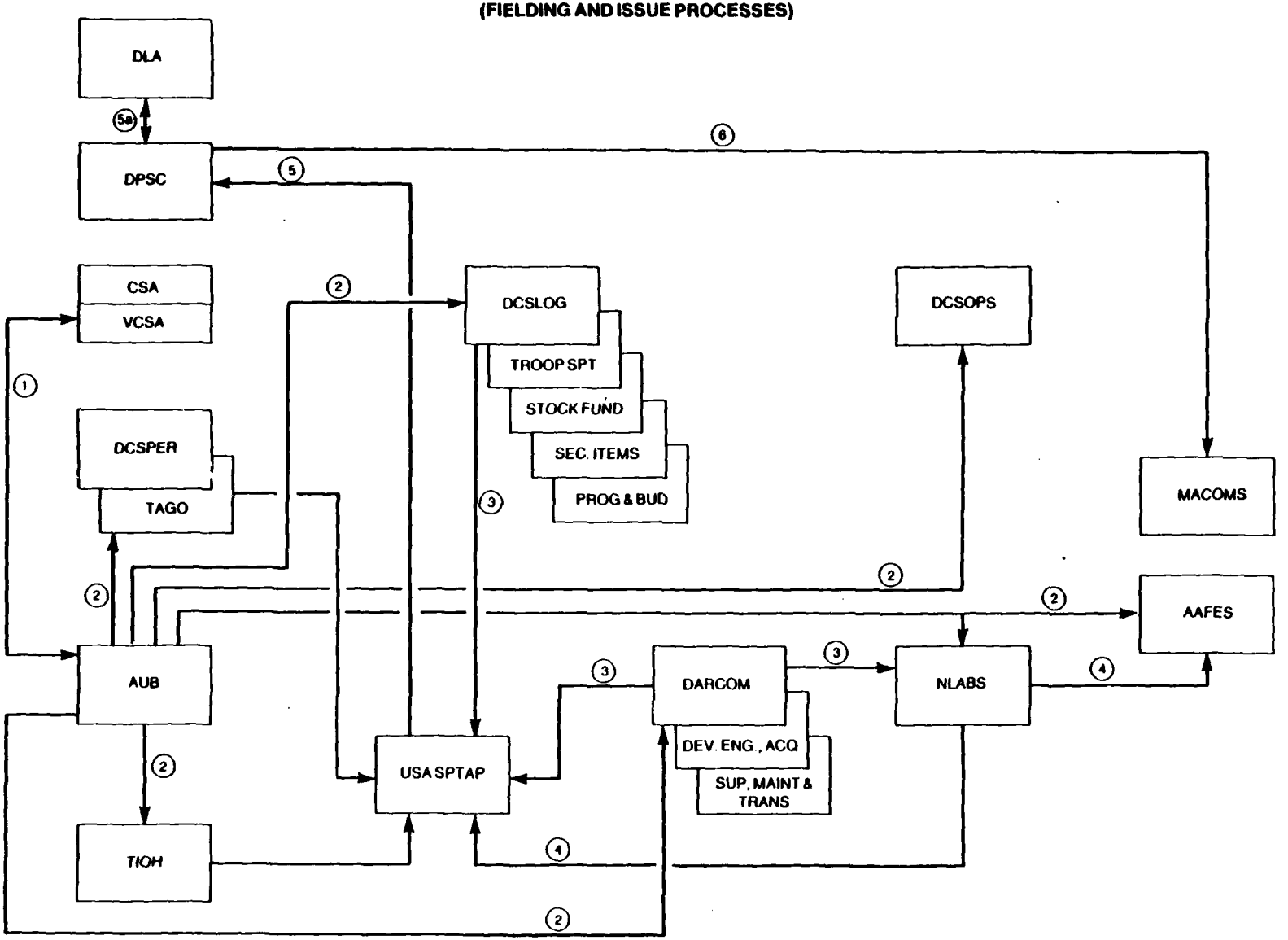

FIGURE 1-6

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF ORGANZATIONAL CLOTHING & EQUIPMENT (FIELDING AND ISSUE PROCESSES)

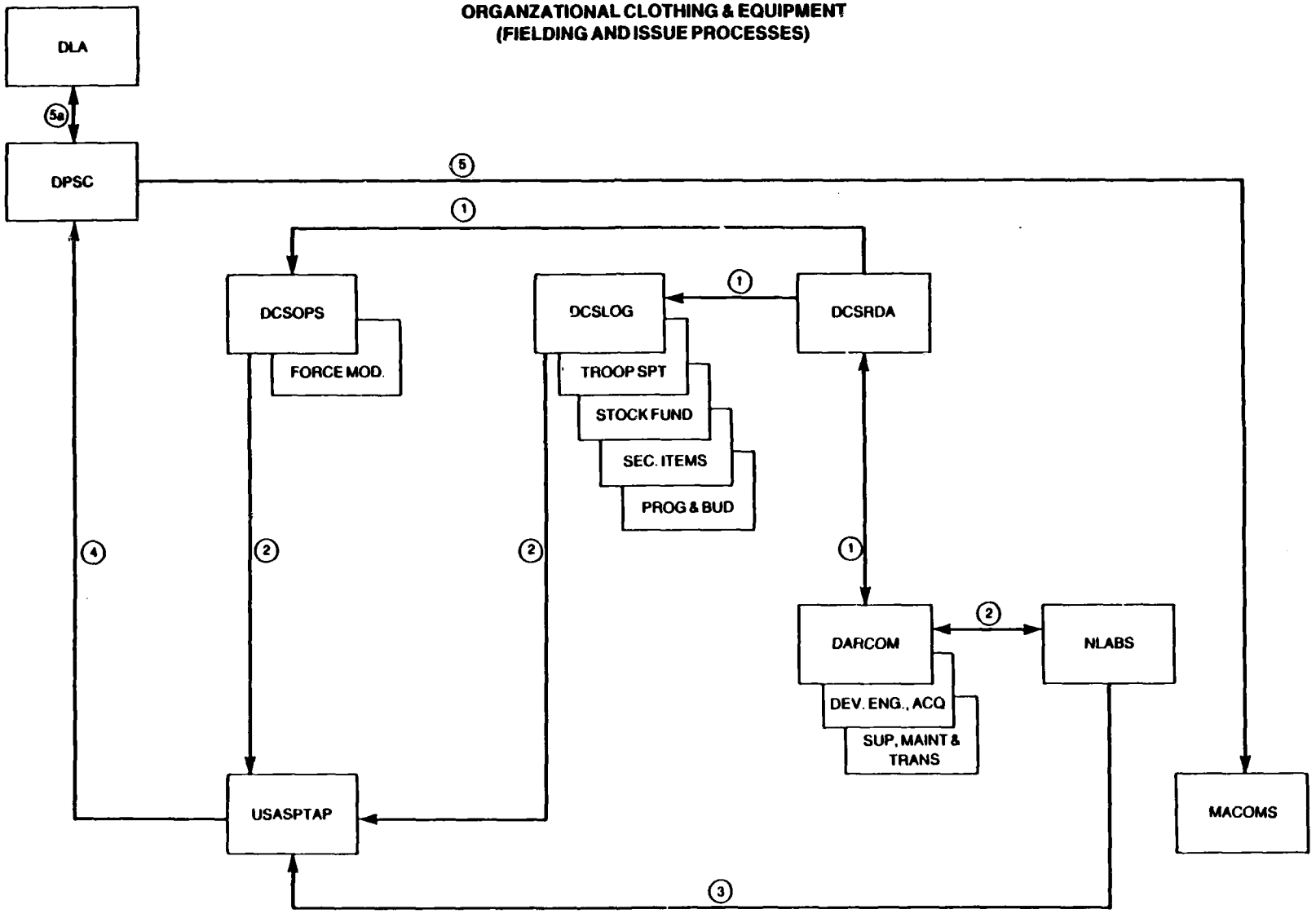

FIGURE 1-7

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF PERSONAL CLOTHING (FINANCIAL PROCESS)

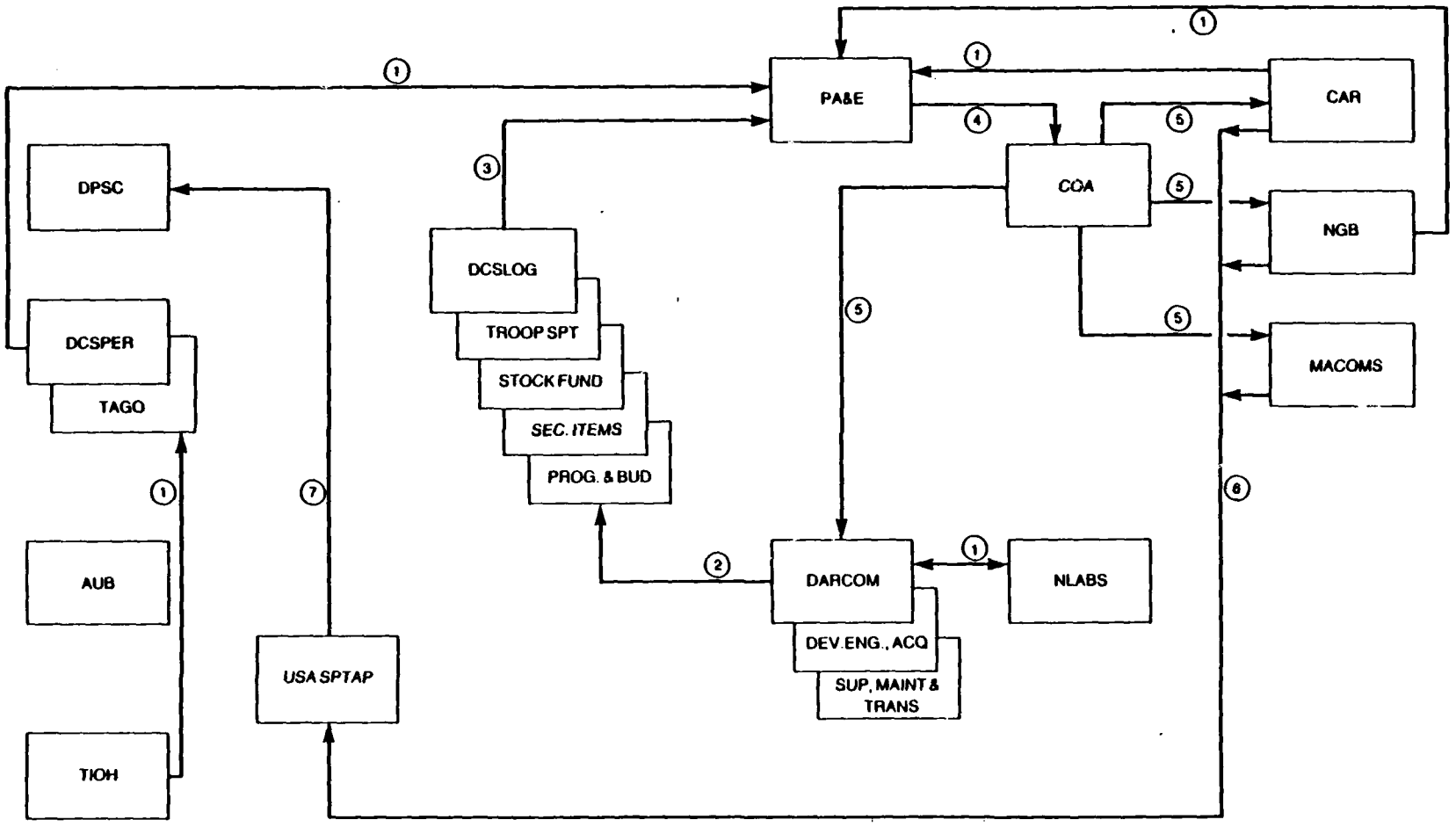

FIGURE 1-9

CURRENT ARMY MANAGEMENT PROCEDURE FOR THE INTRODUCTION OF ORGANIZATIONAL CLOTHING & EQUIPMENT (FINANCIAL PROCESS)

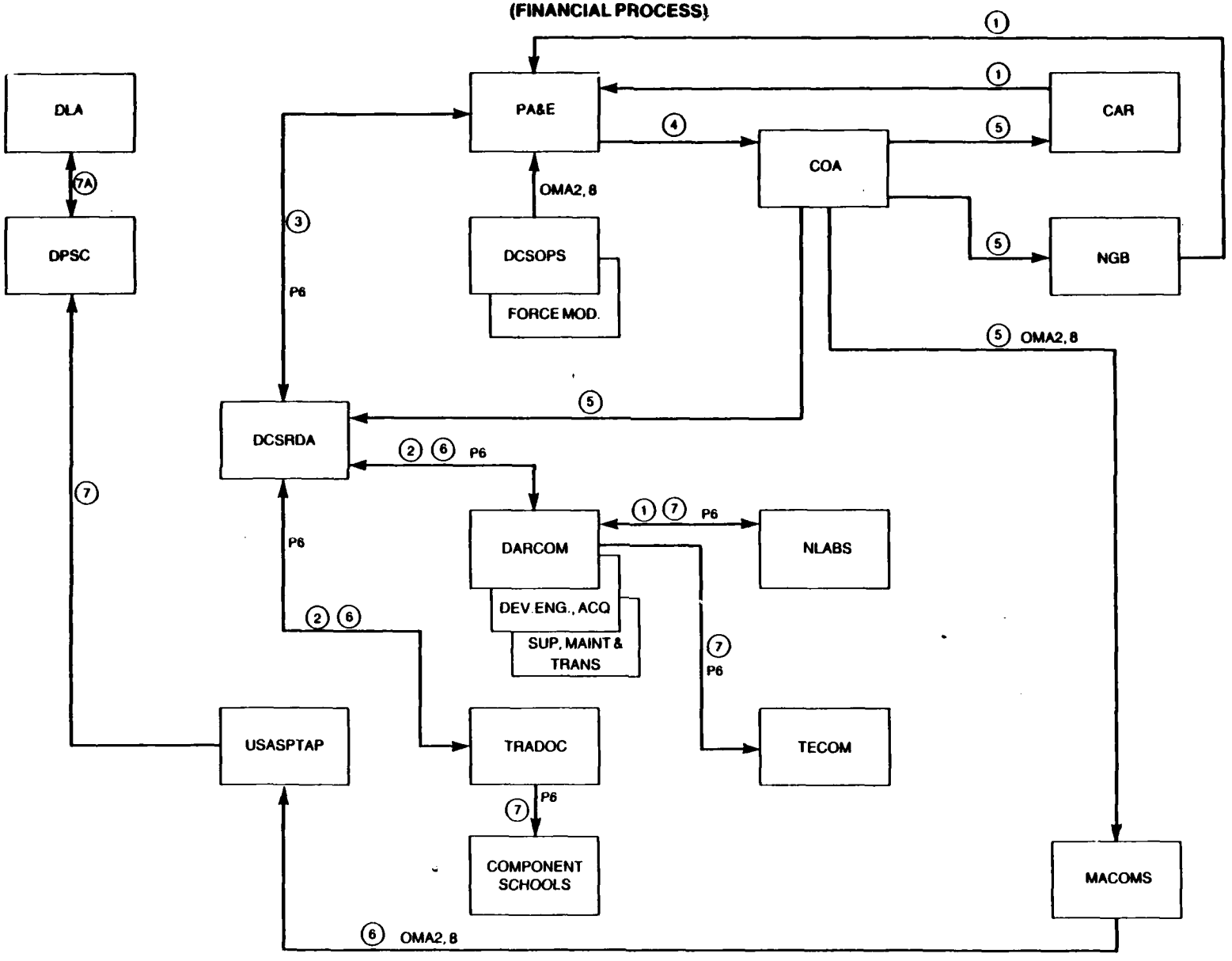

FIGURE 1-10

CHAPTER 2

Examination of Other Military Services'/Agencies' Management of Clothing and Equipment

INTRODUCTION

An examination of the clothing and individual equipment management systems of the other Military Services (MILSERVS) was made for the purpose of assessing whether any process now being utilized by the MILSERVS has potential application to the Army clothing and individual equipment management systems. The detailed results of this examination are found in Appendix B. This chapter will synopsize briefly the procedures used by each of the Services in their management processes, discuss the differences in the processes used by the services and highlight the processes employed by each Service that could be adapted to the Army management system.

U.S. NAVY

The Navy has established a program manager for the logistics management of all personal clothing, organizational clothing and miscellaneous organizational items. This activity designated the Fleet Support Group (FSG), is located in Brooklyn, N.Y., and is subordinate to the Navy Resale and Services Support Office (NAVRESSO). Overall policy is provided by the Naval Supply Systems Command (NAVSUP) in Washington, D.C. Proposals for new personal clothing items or modifications to existing items emanating from individuals, organizations, and the Navy Uniform Board are considered by the Individual Clothing Subcommittee of the Navy Uniform Board. Recommendations of this committee, whose chairman is also President of the Navy Uniform Board, are provided to the Chief of Naval Operations (CNO) for approval/disapproval. Approval results in direction by letter to the Navy Clothing and Textile Research Facility (NCTRF), Natick, Massachusetts, through the Fleet Support Group at NAVRESSO, to initiate the development and testing evaluation processes leading to the introduction of the item(s) into the supply system. After final consideration by the Navy Uniform Board and approval by the CNO, the technical data package and supply request package prepared by the NCTRF are provided to the Defense Personnel Support Center (DPSC), Philadelphia, for procurement and supply.

New items or modifications to existing items of organizational clothing and equipment are proposed by various activities and project offices within the Navy. These proposals are considered by the Shipboard Uniform Sub-committee of the Navy Uniform Board, in coordination with the Battle Dress Project Office and Chemical Protective Clothing Program Office. Development of organizational clothing and personal equipment items is normally initiated by NCTRF based on a letter, approved at Flag Officer level, which describes the need for the item and other pertinent data. The NCTRF is responsible for the control of advanced development testing and operational testing to include preparation, management and evaluation of test reports. After completion of all phases of development/-testing and final approval, the technical data and supply request packages are prepared by NCTRF and provided to DPSC for procurement.

U.S. AIR FORCE

The management of personal clothing items is directed by the Clothing Policy Branch, Headquarters, USAF, Washington, D.C. All policies and approval of procedures in the management of personal clothing for the Air Force emanates from this office. Recommendations for new personal clothing items or changes to existing items are processed through a major Air Force command in order to be considered by the Air Force Uniform Board (AFUB). Proposals for new items can also be made by the Uniform Board or the Chief of Staff. The AFUB is composed of senior Air Staff personnel and is chaired by the Assistant Deputy Chief of Staff for Manpower and Personnel. Subsequent to AFUB approval, development and testing of uniform clothing items are accomplished by the R&D facilities of the Air Force Systems Command (AFSC). These actions involve development of specifications, engineering development and testing, preparation and grading of patterns, and coordination with involved activities. This process requires approximately 12 months. The Air Force Clothing and Textile Office (AFC&TO), located at DPSC, is under the direction of the Air Force Logistics Command (AFLC). AFC&TO is responsible for all facets of the supply request package after final approval of a uniform clothing item by the AFUB, and provides this information to DPSC for procurement and issue of the new or modified item.

The introduction of new or modified organizational clothing and equipment items is normally accomplished through the development of a Statement Of Need (SON) initiated by the requiring Air Force activity. Upon approval of the SON, a Program Management Directive (PMD) is published providing a structured process throughout the entire acquisition cycle of an item or system. The PMD provides guidance for development testing, operational testing, extensive coordination and approval at the appropriate level depending on the complexity of the acquisition system involved. Similar to the introduction of a new or modified personal clothing item, the AFC&TO with AFLC guidance, develops the supply request package which is forwarded to DPSC for procurement and supply.

U.S. MARINE CORPS

Introduction of new personal clothing items or changes to existing items are controlled by the Permanent Marine Corps Uniform Board (PMCUB). After approval by the PMCUB of a new item concept or change to an existing item, direction is provided to the Marine Corps Logistics Base (MCLB), Albany, GA, by the Deputy Chief of Staff for Installations and Logistics (Supply Management Section) for the preparation of development concepts, specifications, prototypes and drawings. This phase takes approximately 9 months. If the results are acceptable, the R&D Laboratories at Quantico, VA, (in many instances in coordination with NLABs), accomplish the development and operational testing phases and staffing through the PMCUB to the Commandant, USMC, for final approval. The supply request package is developed at the MCLB and provided to DPSC for procurement and supply.

The development of requirements for new or modification to organizational clothing and individual equipment items is initiated by the Fleet Marine Forces as the user activities and follow the DoD procedures required for acquisition of materiel items/systems. The Letter Requirement (LR) and Required Operational Capability (ROC) are prepared by the materiel developers (USMC R&D activities) based on a requirement or statement of need from the Fleet Marine Forces (users/combat

developers). Development testing is accomplished by the R&D Laboratory at Quantico at the direction of the USMC R&D Studies Division and the R&D facilities at MCLB, Albany, GA. Operational testing is done by the Fleet Marine Force units. Upon completion and final approval, the supply request package is prepared by the MCLB and provided to DPSC for procurement and supply. USMC utilizes different types of documentation for controlling the allocation of new items to insure that funds are available and that units authorized the new or modified item(s) will receive them as planned.

DEFENSE LOGISTICS AGENCY (DLA)

In the management of personal and organization clothing and equipment items, DLA is primarily involved in the procurement and production processes. DLA is dependent on the expertise of the MILSERVS for the adequacy of the specifications and patterns developed and included in the technical data packages, and the requirements and cataloging data in the supply request packages.

Policy guidance and staff expertise is provided to DPSC for the introduction of new clothing and textile items, inventory management and distribution of stocks. In compliance with DoD instructions relative to introduction of new items, DLA coordinates with the MILSERVS regarding the disposition of residual assets.

Funding for procurement and inventories is accomplished utilizing the Defense Stock Fund based on programs and budgets developed by the Defense Supply Centers and program data provided by the MILSERVS. Past demand experience, and the use of mathematical techniques provide the basis for forecasting future demand and funding requirements.

DLA is susceptible to unprogrammed inventory buildups as a result of significant changes in issue allowances or strength goals, or planned use of end items occurring without advance warning by the Services. Conversely, these type changes can sharply reduce inventories of items because of poor advanced planning. Another major problem that results in significant build-ups of inventory with a corresponding adverse impact on the Defense Stock Fund, is the failure to drawdown new item inventories procured in anticipation of demand from the Army Major Commands. This situation materializes when programmed funds are used for other purposes or as a result of lack of coordination within the Army on the use of the new item.

THE DEFENSE PERSONNEL SUPPORT CENTER (DPSC)

The management of clothing and textiles, Subsistence and Medical items is accomplished at DPSC under the staff supervision and policy guidance of Headquarters DLA. The Directorate of Clothing and Textiles provides support to the MILSERVS for the clothing and equipment items discussed in this study. A detailed examination of the Directorate's responsibilities and functions is contained in Appendix B.

The only process discussed in the study applicable to DPSC is the production process. In this process DPSC continually coordinates with Army activities, NLABs, USASPTAP, ODCSLOG, and ODCSOPS to assure that user requirements are satisfied by the procurement of items from industry.

DPSC is adversely impacted in its production process by the response from industry suppliers, i.e., when small, low volume, clothing and equipment manufacturers respond to requests to bid on clothing and equipment procurements. The set-aside program imposed by Small Business Administration (SBA) regulations regarding procurement of clothing and equipment often results in production delays, poor quality, and constant requests for waivers from the specification requirements contained in the contract.

This is an area which requires concerted effort by both the Army and DLA working with the Office of the Secretary of Defense and the Small Business Administration in order to obtain relief from the controls over DPSC procurements imposed by SBA requirements.

DIFFERENCES IN MANAGEMENT PROCESSES

Overall Management

The Navy has established a Program Manager with complete responsibility for all phases of the management of personal and organizational clothing and individual equipment items from approval of concept by the Navy Uniform Board to production and issue by DPSC. The Program Manager is located at a Navy field activity and overall policy guidance is provided by the Naval Supply Systems Command.

The Air Force manages its personal and organizational clothing and equipment items as a separate program at the Air Staff level. For personal clothing items, management extends from concept approval by the Air Force Uniform Board to production and issue of the item by DPSC. The introduction of new or modified items of organizational clothing and individual equipment is governed by regulations and procedures prescribed for acquisition of materiel systems and is part of the R&D process until the technical data and supply request packages have been provided to DPSC for procurement.

The U.S. Marine Corps manages its personal and organizational clothing and equipment items on a functional basis integrated with other functions in the Materiel Division, Headquarters, USMC.

Composition of the Other Services' Uniform Boards

The Navy Uniform Board is composed of two separate committees, the Individual Clothing Subcommittee, and the Shipboard Uniform Sub-committee. The President of the Navy Uniform Board is also Chairman of the Individual Clothing Subcommittee and is the Commander of the Navy Personnel Center. The Chairman of the Shipboard Uniform Sub-committee is the Director for Logistics, OPNAV-04. Under this concept, all clothing, as well as individual equipment utilized by the sailor ashore or at sea, must be considered by the Navy Uniform Board with final approval by the Chief of Naval Operations.

The Air Force Uniform Board (AFUB) is chaired by the Assistant Deputy Chief of Staff for Manpower and Personnel and is composed of senior Air Staff personnel. The board considers only personal and optional clothing items. Recommendations of the AFUB are considered by Chief of Staff, USAF, for final approval/disapproval.

The Marine Corps has established a Permanent Marine Corps Uniform Board (PMCUB). The President of the board is currently a retired Brigadier General. The principal Departments and Divisions of the Marine Corps Headquarters nominate a primary member (Colonel) and an alternate member (company or field grade officer) to serve on the board. The PMCUB considers any matter related to Marine Corps uniforms, to include dress, service and field (battle dress) uniforms. The PMCUB reports directly to a Uniform Advisory Committee appointed by the Commandant, USMC. Recommendations and minutes of PMCUB meetings are reviewed and forwarded to the Commandant for final decision.

Development Testing and Operational Testing

The Navy Clothing and Textile Research Facility (NCTRF), under the cognizance of NAVRESSO, is responsible for the research, development and testing of personal and organizational clothing and selected items of equipment. NCTRF not only conducts the R&D testing of a new or modified item, but also controls the operational testing, prepares the test plans and test reports, and evaluates the results of the tests. Because of NCTRF's responsibility for all development and testing, considerable time is saved in the overall cycle for introducing a new or modified item into the system. In addition, NCTRF exercises total control throughout the development cycle from concept to fielding.

The responsibility for development of Air Force personal and optional clothing items, after initial approval of the concept by the AFUB, belongs to the Aeronautical Systems Division, AFSC, for the development, testing and preparation of specifications and other required information. For organizational clothing and equipment items, the procedures for development of items under the USAF research and development materiel acquisition system are followed. The item, depending on its complexity, is processed through the development and operational testing phases of the R&D process until final approval.

The Marine Corps follows the same process as the Air Force for the introduction of a new or modified personal clothing item. After initial approval of a new item by the PMCUB, specifications and prototypes are developed by the Marine Corps Logistics Base (MCLB), Albany, GA, in coordination with the R&D laboratory at Quantico. If approved by the PMCUB, development testing and operational testing is continued under the auspices of Headquarters, USMC, and the MCLB until the new item is given final approval by the PMCUB. For organizational clothing and individual equipment items, the procedures for development of items under the Marine Corps research, development and materiel acquisition system are followed. The development testing and operational testing phases of the R&D process are accomplished prior to final approval.

SYSTEM DIFFERENCES CONSIDERED FOR APPLICATION TO THE ARMY MANAGEMENT OF CLOTHING AND EQUIPMENT

Program Manager

The use of the Program Manager concept by the Navy compared to the Air Force policy and procedural direction by Headquarters, USAF, and the functional management system used by Headquarters, USMC, is considered to be the management process which provides the greatest possibility of resolving the

problems currently found in the management of clothing and equipment by the Army. The Program Manager process immediately answers the question, "Who is in charge?", while simultaneously provides the operational framework for the functional areas of research and development, resource management and procurement, and supply.

The Navy's Program Manager process, with overall policy direction provided by the Naval Supply Systems Command, is adaptable to the Army management of clothing and equipment.

Military Service Uniform Boards

The consideration of both clothing and equipment items by the Navy Uniform Board through the separate committees established by the Navy, i.e., the Individual Clothing Subcommittee and the Shipboard Uniform Committee, provides the Chief of Naval Operations with overall visibility of all uniforms and individual equipment items being considered for adoption by the Navy, and gives the uniform board the opportunity to evaluate the impact of both personal and organizational clothing and individual equipment on Navy seamen. A system similar to the Navy Uniform Board would be of benefit in the management of clothing and equipment by the Army.

The Marine Corps has assigned a retired general officer as President of the Permanent Marine Corps Uniform Board who provides the continuity and stability needed for the effective operation of a uniform board. The Marine Corps also provides for nomination of Colonels as primary members of the Uniform Board and field or company grade officers as alternate members. These members are required to represent their department/directorate at the Board meetings and be prepared to express and explain the position and recommendations of their respective departments/directorates. Representation on the PMCUB at other than General/Flag officer level provides for greater in-depth study of the proposals as well as knowledge of the current thinking and needs of the individual Marine.

The current composition and rank of the members of the Army Uniform Board does not provide for the necessary time and consideration that should be given to new item proposals. It is believed that a uniform board with members of comparable rank to the current PMCUB would be of benefit to the Army Management of Clothing and Equipment.

Development Testing/Operational Testing

In performing its mission as a research and development activity for Navy personal and organizational clothing and selected items of individual equipment, the Navy Clothing and Textile Research Facility (NCTRF) has the responsibility for complete testing of items being considered for adoption by the Navy Uniform Board. NCTRF performs normal development/engineering acceptance testing, arranges with the Naval Military Personnel Command for personnel and specific activities to accomplish the operational tests, prepares the test plans, and evaluates the results of the service tests. Complete control is exercised by NCTRF in the development process of an item from concept through fielding. This results in savings in the overall development processing time, minimum coordination, and reduced workload. Similar application in the development of Army personal and organizational clothing and individual equipment could reduce

significantly the processing time to develop an Army item, as well as reduce the extensive coordination now involved in developing Army organizational clothing and equipment items.

CHAPTER 3

Examination of Non-DoD Selected Activities' Management of Clothing and Equipment

INTRODUCTION

The systems utilized by the General Services Administration (GSA), U.S. Postal Service (U.S.P.S.), and the National Park Service (NPS), Department of Interior, for management of clothing and equipment were examined to determine if any of the processes currently in use have potential for application and improvement to the Army Clothing and Equipment Management System. The detailed results of this examination are found in Appendix C. This chapter will synopsize the procedures used by each of the above Civil Agencies in their management processes, discuss the differences in their systems and applicability to the Army Clothing and Management System.

FEDERAL SUPPLY SERVICE, GSA

GSA Region One, Boston, Massachusetts, is responsible for the management of clothing and textile items in support of Civil Agency and Military Service customers. The Federal Supply Service utilizes four major programs to carry out their supply support mission: the Depot Stocked Item Program, Federal Supply Schedule Contracts Program, Direct Delivery Procurement Program and the Local Purchase/Decentralized Item Program.

Overall policy for these programs is established at the central office level in Washington, D.C. Determinations as to method of procurement, types of supply, and procedures for distribution of items managed by GSA are included in the responsibilities of the Washington, D.C. Central Office.

Each of the Regions established throughout the country is responsible for the day-to-day operations of their region and perform the procurement and supply functions of the commodities assigned.

The Boston Region, in addition to other commodities, procures approximately $8 million dollars of clothing and footwear type items, a significant part of which is athletic clothing and accessories. For depot stock items, the region is responsible for replenishment actions and all of the actions associated with supply management of inventories. New items usually result from a letter request submitted by an authorized activity describing the required item in detail, along with other pertinent data that may be useful in procuring the item.

Based on the requesting activity's description of the item required, a review is made to see if there is an applicable MIL or FED spec or a Commercial Item Description available. If affirmative, the procurement is initiated and delivery to the customer is effected. It was estimated that the total lead time in these type procurements approximates six months since most of the items required are commercially available and there is no R&D or pre-production testing involved.

Unlike military clothing and equipment procurements made by the Defense Personnel Support Center (DPSC), Small Business set-asides are lesser in impact. Small Business Administration (SBA) representatives review, on a periodic basis,

the procurement actions of the Region and rarely question the awards that are accomplished. A Small Business representative is stationed at DPSC and reviews and determines if set-asides are being made. The SBA representative will challenge procurement actions if there is any indication that small business contracts are not being included in the award process.

U.S. POSTAL SERVICE

The policies and procedures for assuring the availability of uniform and accessories for Postal Service employees emanates from the Labor Relations Department, U.S. Postal Service, Washington, D.C. Decisions affecting the uniforms and allowances of postal employees are made by the Joint Labor-Management Uniform Sub-committee.

The Postal Service relies on qualified clothing manufacturers and suppliers to satisfy the requirements of the various categories of Postal Service employees who are required to wear the uniform or parts thereof.

The US Postal Service does not procure, stock or distribute uniform items for postal employees. There is a system established for insuring that employees who are authorized to wear distinctive items of clothing can procure the items from approved suppliers throughout the country.

Each Postal Service employee is provided an Employee Uniform Allowance Statement indicating the items and monetary allowance authorized. This statement is presented to a uniform supplier and the employee purchases and receives an invoice/bill for the items procured. Invoices are consolidated by the Postmaster and forwarded to a central office for disbursement of funds to the vendors.

In order to standardize the appearance of postal uniforms and guarantee the items procured from vendors are of good quality and value, a uniform quality control program was established at the US Army Natick Laboratories (NLABS). This program requires manufacturers and vendors to obtain a certificate from NLABS indicating that their items are equal or better in quality than required by specification. Possession of this certificate enables the manufacturer/vendor to insert a label in the uniform items which guarantees that the garment has been produced from certified basic material. Qualified vendors are licensed by the U.S. Postal Service and must comply with the code of ethical conduct for uniform vendors. Postal Service employees may purchase uniform items only from licensed vendors.

DEPARTMENT OF THE INTERIOR

The National Park Service authorizes distinctive uniforms for approximately 13,000 Park Service employees. Uniform allowances and wear and appearance criteria have been established, and each Park Superintendent is responsible for administering the uniform program for the employees under his/her control.

A new system has recently been implemented by the Park Service for providing uniforms and accessories to authorized personnel. A contractual arrangement has been made with a uniform supply company to furnish all uniform items required, and maintain individual records of issues and allowances for each Park Service employee on a central computer system.

The current system eliminates the direct payment of monetary allowances to Park Service personnel, and insures uniformity in the quality and kinds of items issued to authorized uniform recipients. The system also provides for a central computerized recordkeeping account which will provide detailed information on each individual's account, maintain inventory records, and forecast future demands.

The Park Service's contractor obtains uniform items from clothing manufacturers and maintains an inventory of uniforms and accessories. The contractor does all of the billing and financial accounting, and provides selected reports to the Park Service headquarters such as; Inventory Sales Summary - Provides quantity and types of uniform items delivered; Invoice Summary - Summarizes all invoice shipments monthly (Payment document for Contractor); and Monthly Employee Status Report - A complete status report by each Park for all employees in the system.

Each Park Superintendent is required to provide the Park Service contractor with a Uniform Allowance Authorization Form for each employee. The employee orders directly from the contractor, utilizing the contractor's catalog. The employees can only order within their authorized allowance. Any additional items are ordered at the employee's expense.

The program is monitored by the National Park Service in Washington, D.C. Supervision over the uniform contractor, coordination of material and uniform specifications, and funding for the uniform program is the responsibility of the General Services Division, National Park Service, Department of Interior, Washington, D.C.

DIFFERENCES IN MANAGEMENT PROCESS

Overall Management

The GSA, Federal Supply Service, utilizes four programs to carry out their supply support mission. They procure and maintain Depot stocks in anticipation of customer requisitions for repetitive demand type items. They enter into contracts with suppliers on a national basis which allows their customers to obtain supplies from the supplier by reviewing the Federal Supply Schedule. They also authorize local purchase for low dollar procurement, and arrange for direct delivery procurement of emergency requisitions and requisitions with specialized requirements.

The U.S. Postal Service, on the other hand, does not procure, issue or stock uniform items but controls the issue and wear and appearance of Postal Service employees' uniforms through two programs; the certification of material samples submitted by manufacturers and vendors, and issuing licenses to Vendors/Suppliers who are authorized to sell items to postal service employees. The vendors are paid from a central finance activity based on the invoices submitted by the Postal Service employees. Items purchased from unlicensed vendors will not be reimbursed, and items purchased in excess of authorized allowances will not be approved by the employees' Postmaster who reviews the individual authorized allowance record.

The National Park Service, unlike either the Federal Supply Service or the U.S. Postal Service, has placed the operational management of their uniform program under the responsibility of a commercial contractor. The contractor is responsible

for obtaining Park Service uniform items in accordance with the specifications agreed upon with National Park Service Headquarters, maintaining an inventory of uniforms and accessories, issuing authorized items to Park Service personnel, and operating a centralized computer accounting and records system. This automated system provides not only financial and supply requirements data, but maintains an individual history record for each Park Service employee which identifies authorized allowances, issues made against allowances, and the balance of authorized allowances.

SYSTEM DIFFERENCES CONSIDERED FOR APPLICATION TO THE ARMY MANAGEMENT OF CLOTHING AND EQUIPMENT

GSA Federal Supply Schedule Contracts

In analyzing the Federal Supply Service Programs for support of their customers, the only major difference was the use of Federal Supply Schedule contracts by GSA. DPSC has a sophisticated system similar to the GSA system, i.e., there is an extensive Depot distribution system for the receipt, storage and issue of clothing and equipment. Direct Delivery procurement is implemented to satisfy emergency requisitions and size shortages. Local Purchase is authorized to all DoD activities for the purchase of clothing and individual equipment when the situation warrants.

The use of Supply Schedule contracts for the procurement of selected clothing and individual equipment items should be considered by DLA/DPSC to determine if overall procurement leadtime can be reduced significantly.

Small Business Set-asides

The impact of Small Business Administration (SBA) actions on GSA clothing procurements in the Boston Region was negligible in comparison with the set-aside program imposed by SBA on DPSC. Set-aside awards to small business contractors at DPSC have resulted in procurement delays, poor material quality, waivers from specification requirements, and contract terminations.

Small Business Administration set-asides requires concerted effort by the Army, DLA, Office of the Secretary of Defense, and the SBA to obtain relief from SBA procurement controls at DPSC.

Authorized Monetary Uniform Allowances

The U.S. Postal Service and the National Park Service provide monetary allowances to personnel authorized to wear uniforms and accessories. These allowances, both initial and replacement, are predicated on the position held by the employee.

The Postal Service has established manufacturer certification and vendor licensing programs to assure quality and uniformity of Postal Service employees' uniforms.

Postal Service employees may only procure from licensed uniform vendors and the vendors are paid by a central office of the Postal Service after the invoices for items sold have been verified by the Postmaster against the individual employees' allowance record.

The National Park Service has a contractual arrangement with one uniform supplier to manage the total uniform program. This supplier procures and stocks items of the Park Service uniform. He also issues items of the uniform to Park Service personnel, maintains individual uniform allowance and issue records for all Park Service employees, and provides statistical information on the overall program for funding and supply management purposes.

Because of the magnitude of the Army clothing and individual equipment program, both in dollar value and number of different items, neither system utilized by the U.S. Postal Service nor the National Park Service could be adapted to the Army program.

The only similarities among the non-DoD systems examined is that the Army program also provides for a monetary issue and replacement allowance, and the individual soldier is responsible for insuring that the items authorized have been procured, are available, and in good condition when he needs them.

CHAPTER 4

Analysis and Assessment of Processes and Issues

Section 1 - Analysis and Assessment of Processes

This chapter contains the analysis and assessment of the management processes identified in Chapter I and found in the examination of the current Army management of personal clothing, organizational clothing and individual equipment. The assessment contains those recommendations that form the premises upon which the alternative management systems are designed and subsequently evaluated to arrive at the optimum management system recommended for adoption by the Army.

Section 1 deals with the management processes and the suggested manner of modifying these processes for incorporation into the optimum management system. Section 2 assesses and provides considerations to other management issues that are either not directly tied to a single management process or are deserving of separate comment for ease of understanding. Section 3 provides conceptual solutions to issues that must be considered in the development of an optimum operating/management system for clothing and equipment.

CONCEPT PROCESS

The concept process for introducing new items of organizational clothing and individual equipment is acknowledged to be a two year process. This is unquestionably an excessive time period when it is considered that this time frame only produces a coordinated statement of need, basis of issue, and appropriate personnel changes for the item in question. At fault is the basic requirements document which is patterned after the document used for complex systems and the time-consuming coordination process plus the complexities of the document itself. The statement of need has to be able to be produced by the combat developer without reliance upon technical or materiel development expertise. The technical facets of the requirement can then be accomplished by the right people in the right environment. This simplification will materially reduce the processing time. The same requirements document can simultaneously be used for recommending type classification, basis of issue and the elimination or reclassification of items being replaced.

The concept process for personal clothing uses an alternative of submitting a simple letter requirement initiated by the Army Uniform Board (AUB) to NLABS that initiates the development process.

RESEARCH & DEVELOPMENT PROCESS

As in the concept process, the research and development process for personal clothing as opposed to organizational clothing and individual equipment follows a much less structured path to adoption and production approval.

When the concept is received from the AUB, NLABS will design and obtain a few prototype items so the concept, appearance and acceptability can be evaluated by the AUB. NLABS will further develop the selected item and procure test quantities. Along with product assessment by NLABS there are tests for troop accept-

ability, military utility and operational effectiveness. Again the item and test results are presented to the AUB for recommended adoption by the Chief of Staff, Army (CSA). Subsequent to final approval, the Technical Data Package is forwarded by NLABS to USASPTAP for preparation of the supply request package and forwarding to DPSC for buy.

The complexities of the development of organizational clothing and individual equipment are too involved for a narrative explanation but are outlined in Figure 4-1. The complexities and the attendant time to accomplish the developmental process are self evident when compared to the simplified process described above for personal clothing.

The governing aspect of this difference is directly attributable to the appropriations involved; OMA, Program 7 is used for research and development of personal clothing, and R&D funds are used for organizational clothing and individual equipment. The secondary aspect is the formalized development and test processes dictated by the R&D community.

Two considerations or conclusions can be reached and need to be considered in developing the optimum management system:

(1) Simplify and standardize the development process for clothing and equipment, and
(2) Utilize, to the extent possible, similar funding arrangements for personal clothing, organizational clothing and individual equipment.

TESTING PROCESS

The testing process that currently exists is a very structured and disciplined process, partly because it follows the same control and planning procedures used for a major piece of equipment. While this method will usually dictate strict testing parameters, it can take an inordinate amount of time for the planning and programming aspects. If the test planning overlaps the concept and development process as it should, the time loss is minimized, however, this assurance could not be ascertained.

The development and operational testing are controlled and accomplished by two separate agencies and are, on occasion, conducted simultaneously. This can allow the overall tasking to be accomplished on a more expeditious basis. The Study Team found an inordinate amount of coordination between a number of test evaluation agencies participating in the review and approval process.

Development testing should be centrally controlled and monitored by NLABS as a follow-on or in combination with the required laboratory testing dictated by the actual development process. NLABS will prepare the development test plan that will reflect the tests required, anticipated units, troops or contractor who will perform, testing questionnaires, and the follow-on evaluation. NLABS will request troops from the MACOMS and provide required expertise to insure compliance with requirements. NLABS will also have available such test facilities as TECOM and its assigned activities to assist in the development testing. NLABS will insure development test plans are coordinated with the combat developer and mutually assist in the development of operational test plans prepared by TRADOC. NLABS and TRADOC will coordinate and look for the possibility to conduct development and operational testing on a simultaneous basis as a means of reducing

overall test time.

TRADOC will retain operational or user testing responsibility. The proponent schools will continue their current role in test planning, conduct of the test, and subsequent evaluation. Again, coordinated planning with NLABS for simultaneous testing must be considered where warranted.

The results/evaluation of all testing will be reported to the central office. The central office will evaluate for presentation to the Army Clothing and Equipment Board (ACEB) for product approval.

FIELDING PROCESS

The fielding process as currently initiated by ODCSOPS with ODCSLOG participation and computed as part of the supply request package submitted by USASPTAP to DPSC, presents a controlled method of insuring distribution to the right activity in the proper sequence. No changes are anticipated to this process.

PRODUCTION PROCESS

At various times during the study, representatives at DARCOM voiced opinions that clothing and equipment deficiencies are directly attributable to the fact that an outside agency, DPSC, has the responsibility for the production process. The Study Team does not share this opinion. Though it is recognized that lack of command directive authority requires mutual cooperation, and significantly more detailed coordination, it is these points that are lacking. A central office will of itself go a long way to correct the situation. There is a dire need for closer ties between DARCOM, DLA Headquarters, DPSC, USASPTAP and NLABS and this effort must be high on the list of priority actions for the Chief of the central office.

The most susceptible or capable area of improvement to the production process accomplished by DPSC is early communication and close coordination between NLABS, USASPTAP and DPSC. This enables DPSC to remove any technical deficiencies or disagreements that may exist, plan for the production of end article testing and enable the requirements computation to begin upon receipt of the supply request package. The early communication also allows DPSC to adjust buys on the item being replaced, determine alternate uses for government furnished materiel, and reach a minimum residual quantity of assets; thereby precluding Headquarters, DLA, and OSD from entering the decision process.

Within the Government, clothing is a small business oriented commodity, a fact that has sometimes caused difficulty in the ultimate procurement of a satisfactory product within an acceptable timeframe. In view of the prevailing political and economic climate that exists relative to the use of small business, the Military has to accept this limitation. What requires questioning is the degree of unacceptability that MILSERVS are obligated to accept. Repeated failures to produce an acceptable product on time should not be forced upon the MILSERVS. There needs to be a mutual understanding between DPSC and the SBA that such failures cannot be tolerated. The Study Team was able to determine by questioning GSA personnel that they do not award contracts to any small business that has a history of non-performance.

Other actions that contribute to extended production lead times are the need for production testing, first article testing, and particularly in the case of woolen worsted fabrics, the dwindling production base since the civilian industry has turned to blends of material.

ISSUE PROCESS

The MILSTRIP requisitioning procedures, normally direct from using units to DPSC will continue. In exceptional cases, USASPTAP requires requisitions to be routed through them to assure prioritization directed by ARSTAF is being complied with. DPSC establishes an Estimated Date of Supply (EDOS), insuring requisitions are not received prematurely before assets arrive from the manufacturing source.

FINANCIAL PROCESS

The multiplicity of appropriations and Program Directors associated with the various management processes of personal clothing, organizational clothing and individual equipment point up the management inefficiencies that can be overcome by centralization to the extent permissible and feasible. For the purpose of this study, a Program Director is that individual responsible for determining fiscal program objectives, time-phased support requirements, and appraising progress, readiness and military worth of a given weapon system, function, or task in support of the goals and objectives of the Army. A primary objective in the centralized thesis of having an organizational entity as the responsible office for clothing and equipment management from the concept process to the fielding process mandates the maximum control of the finances dealing with the development and issue/sale. The consolidation also enhances the Planning, Programming, Budgeting and Budget execution.

Personal Clothing

Currently, in accordance with Appendix E, AR 70-1, personal clothing is exempt from the Materiel Acquisition Process. The Research and Development (R&D) of personal clothing is accomplished within the OMA-Program 7 appropriation. This precedent should continue except the Project Manager - the individual(s) responsible for developing budget estimates/narratives, computational logic, and justification in support of the appropriate Program Director - for these funds should be located in the central office.

Subsequent to R&D, the issue of personal clothing is accomplished via the Military Personnel, Army (MPA) appropriation for which the DCSPER is Program Director. The budget format reflects clothing as readily divisible from other commodities and purposes of the MPA. The clothing portion of the MPA appropriation should be transferred to the central office and that entity serve as Project Manager and held responsible for all PDIP, POM and Budget data preparations to be forwarded to ODCSPER for inclusion in the overall MPA submission. No visible difference to OSD or Congress exists by implementing this change.

The Reserve Personnel, Army (RPA), and National Guard Personnel, Army (NGPA), would remain exactly as now. The advantage accruing to these

organizations would be the single organization with which to deal for matters pertaining to all clothing and individual equipment.

Organizational Clothing and Individual Equipment

The vast majority of issues to combat forces and training units is accomplished through the OMA-Program 2 and OMA-Program 8, respectively. The Program Director for both of these appropriations is the DCSOPS. Again the advantages of centralized control suggests that that segment of these appropriations used in support of clothing and equipment be transferred to the central office. Though DCSOPS would be the overall Program Director for these appropriations, the Project Manager for the clothing and equipment segment would be the central office in the proposed improved management system.

The Reserves and National Guard Operations and Maintenance funding would remain within their control and under the presently utilized appropriations.

Currently, the R&D funds for organizational clothing and individual equipment is monitored and controlled by the DCSRDA, who serves as the Program Director. The centralization thesis, so important to the management of clothing and equipment, must also consider transferring the management of R&D funds to the central office. The central office would serve as the Project Manager, responsible for PDIP, POM and Budget data preparation to be forwarded to ODCSRDA for inclusion in the overall R&D Program 6 submission. Again, no visible difference to OSD or Congress is apparent by accepting this change.

ADPE PROCESS

As in the Financial Process, the ADP systems associated with the various management processes of clothing and individual equipment reflect a fragmented management approach and point up the need for a total systems concept.

Although the Force Modernization Office, ODCSRDA, ODCSOPS, USASPTAP, and DPSC utilize ADP as management tools and operational assets, not all information/data is available in mechanized format to optimize the management/direction for the overall systems. The Department of Army Systems Coordinator (DASC) in ODCSRDA utilizes mechanized print-outs to assist in formulation of data for the POM and Budget inputs (e.g., MARDIS and MARC A&B worksheets). The DASC also has print-outs available which aid in managing the assigned program elements, projects and tasks associated with the RDT&E of organizational clothing and individual equipment.

The Logistics Structure and Composition System (LOGSACS), together with the Department of the Army Master Priority List (DAMPL) provide the ODCSOPS action officer information in which to formulate priorities for Army requirements for organizational clothing and individual equipment. The Force Modernization Office maintains visibility of selected clothing and equipment from the Modernization Requirements Information Systems (MRIS).

In the logistics arena, ODCSLOG only has automated information regarding PPWR stock which is not current enough to be of value. In Philadelphia, the Army Support Activity works closely with DPSC to assure a daily tie-in with the Standard Automated Materiel Management System (SAMMS), the standard logistical computer system used at all DLA Inventory Control Points, and performs daily

updates of clothing and equipment supply status using mechanized systems such as Requisitioning History Files, O&MA Obligations plans, and Army Master Data Files (AMDF), to name a few.

The Study Team has established a definite need for an effective ADP system which would be compatible with the central office concept for management of clothing and equipment. In order to maintain visibility of the myriad of management processes from concept to fielding, automated, on-line information must be available as accurately and expeditiously as possible. As a minimum, requirements, location and readiness information, unit cost, asset data, funding and wholesale and retail supply status must be provided. Information from using Commands, PPWR and DPSC would also be required and will be considered in subsequent automation requirements.

Section 2 - Analysis and Assessment of Other Management Issues

RESPONSIBILITY

One of the more evident issues that can be established as review of the existing system progressed manifested itself when attempting to pin-point the responsibility for clothing and equipment. The Study Team found that responsibility existed for only certain processes, others ill-defined and uncertain.

A salient characteristic of the optimum management system must be the establishment of an office that will be responsible for the full spectrum of clothing and equipment from introduction to fielding.

ORGANIZATIONAL STRUCTURE

One of the more self-evident features of the organizational structure of the current management system for clothing and equipment is the large number of organizational elements laying claim to a role in the system. However, in some cases this role is assumed because it parallels the Command structure, yet in actuality the conduct of business by-passes the organizational element. An example of this phenomena is the relationship of USASPTAP and TSARCOM. The Support Agency performs its role directly with concerned agencies such as NLABS, ODCSLOG, and DPSC without going through TSARCOM.

The development of alternative management systems must consider the inclusion of only those activities/offices that have a mission to perform. The organizational structure of proposed systems should exclude any activity that has interest that stems only from its position in the overall Command structure.

THE ARMY UNIFORM BOARD

The Army Uniform Board (AUB) concerns itself with personal clothing and has developed over the years a much less structured approach in order to field uniforms faster than the processes found in organizational clothing and individual equipment. The personal interest of the CSA/VCSA undoubtedly has influenced the speed in which the AUB has been able to react and respond to their direction.

The current make-up of the board makes it an unwieldly institution, consisting of both Headquarters and MACOM representatives. It is chaired by the DCSPER and is basically at General Officer level representation. It meets approximately twice a year, a factor which adds to the time consumed in the overall process.

Nevertheless, the AUB presents the best alternative, with modifications to be discussed subsequently, to be used in the development of alternative management systems.

THE IMPORTANCE OF CLOTHING AND EQUIPMENT

It is unnecessary to state or amplify the importance of clothing and equipment to either the individual soldier or the U.S. Army. However, it was found that this recognition is directly relatable to whether the responsibility for this vital commodity is included with a multitude of other tasks. An example of this dilution of importance is found in the proposed reorganization of DARCOM. The Support Systems Branch in the Directorate of Supply, Maintenance and Transportation, performs the common mission and functions in the area of support systems of which clothing and equipment for the individual soldier is one of 27 support systems included in the responsibilities of this branch.

The alternative management system must accord clothing and equipment the personnel resources and the organizational entity in which to operate that will emphasize rather than denigrate its importance.

PERSONAL CLOTHING/ORGANIZATIONAL CLOTHING & INDIVIDUAL EQUIPMENT

The current management systems for personal clothing follows a different management system, incorporating different players, different funding, and more flexible rules than that found in the systems to introduce organizational clothing and individual equipment.

An optimum management system should employ the same management techniques and processes for all clothing and individual equipment. This simplification will materially reduce the overall time from beginning to end. The Study Team believes this can be accomplished by assuring the best features and requirements of both processes be adapted or modified and clothing and equipment be considered as an overall commodity that can be managed as a single program.

Section 3 - Conceptual Solutions to Issues

ARMY CLOTHING AND EQUIPMENT BOARD

The current composition of the Army Uniform Board (AUB) and attendant responsibilities are covered by Army Regulation 670-2 dated 1 October 1980, and described in Chapter 1 of this study. The perception of this regulation by effected organizations/offices is that it is so detailed that it has a hampering effect upon the introduction process of personal clothing. A similar conclusion was reached by the Study Team, the opinion being that the lengthy, complex life cycle described herein is testimony to the need for a simplified management structure.

The optimum management system for clothing and equipment recognizes the expedite capabilities that exists, especially when modified, in the AUB processing abilities. It is that recognition that leads the study team to conclude that the structure and workings of the AUB be strengthened and employed in the introduction and management of a more broad range of clothing and individual equipment. It should be the guiding force behind the introduction and development of all clothing, personal and organizational, and that individual equipment that does not require full scale development, a decision to be made by the combat/materiel developers during the concept process.

The AUB should be restructured and renamed the Army Clothing and Equipment Board (ACEB). It should be chaired by either the DCSLOG or ADCSLOG. The Chairperson should be the driving force behind the development, testing, prioritization, production, issue/sale, maintenance and repair, and disposal. The ADCSPER, as a member of the Board, would be the primary force behind wear and appearance, insignia and accouterments, styles, colors, and initial allowances.

The ACEB should include an Executive in the grade of Colonel (0-6)/GS-14/15 who is Logistics/Supply oriented and occupies the primary position as Chief, Clothing and Equipment Office. Also, there should be a MAJ/CAPT (0-4/0-3) assigned as Secretary, and also working in the Clothing and Equipment Office. The Chief, Wear and Appearance Branch, ODCSPER, would be the ADCSPER's primary action officer and advisor.

The basic board should be as limited in size as possible and at the General Officer level. Suggested members are:

1. DCSLOG/ADCSLOG (Chairperson)
2. ADCSPER
3. ADCSOPS
4. ADCSRDA
5. Deputy, The IG
6. Senior Female officer, ARSTAF
7. The Sergeant Major of the Army

DARCOM, FORSCOM, and other selected MACOMs should be represented on the MACOM board. Other individuals will be invited as required. Wide distribution of the Board minutes should be made.

Appendix D, In-Depth Examination of the GO IPR Selected Management Approach, will further describe the Army Clothing and Equipment Board and the inter-action with the entire proposed management system.

MATERIEL OBJECTIVES AND REQUIREMENTS

The Final Draft of AR 71-9, Materiel Objectives and Requirements, 26 February 1981, stipulates the format and requirements for initiation of the Letter Requirement (LR) or Required Operational Capability (ROC) for any item/system requiring development. The draft regulation makes the provision to use the LR when RDT&E expenditures will not exceed $5 million and the procurement costs will not exceed $10 million for any one fiscal year or $20 million for the 5-year program period. By far, the majority of clothing and individual equipment will meet this criteria.

Chapter 7 of the Final Draft regulation defines the LR as providing an "abbreviated procedure" to be used in lieu of the ROC. Appendix D, of the Final Draft, which provides the format for the LR and ROC, does not differentiate or specify what constitutes the abbreviated procedure.

The Study Team sees two basic problems with the current LR initiation. Firstly, the current structure requires information and details beyond the capability of the combat developer, which causes much coordination and technical assistance of materiel developers at all levels. Secondly, the LR is not structured to specifically accommodate clothing and individual equipment, consequently either superfluous data or insufficient information is collected and included.

Appendix D to this Study offers a suggested requirements document entitled "Statement of Need - Clothing and Individual Equipment" (SN-CIE). The suggested format, though in keeping with the current materiel requirements system, is offered as a separate document to fit the needs of a particular commodity, clothing and individual equipment. It is structured in two parts, one within the capability of the combat developer and one for the materiel developer. Also, the document is designed to include basis of issue, QQPRI and type classification recommendations as a process to be accomplished simultaneously and eliminate the need for separate review and coordination groups now contributing to an excessive time consuming process, and at a level of authority much higher than this type of decision needs or deserves.

The SN-CIE, specifically designed for clothing and individual equipment, should be incorporated into AR 71-9. Review and coordination by interested offices/agencies should keep in mind the intent proposed by this recommendation. Basically, this is:

- o Insure the combat/materiel developers are required to furnish information within their scope of responsibility.
- o Include only information required to support the development of clothing and individual equipment.
- o Resolve BOI, QQPRI and type classification simultaneously.
- o Limit or restrict coordination to minimum essential activities.

MACOM CLOTHING AND EQUIPMENT BOARD

It is acknowledged that the size of the current Army Uniform Board (AUB) has been a hindrance in the development process of new uniform items. Nevertheless, the interest in personal clothing has caused the board to grow in size subsequent to every attempt to either reduce or hold down its growth. The current structure of the AUB has a make-up of both field and staff organizations and a natural division would be to divide the board make-up along those lines. Other advantages also accrue. TDY costs are minimized, and board meetings can be held more frequently when needed. TRADOC, as the principal combat developer, should be the host MACOM to have a Clothing and Equipment Board, whose primary mission should be to ascertain the need for requesting development of new items or modifications to existing ones, and that the requirements document has a complete statement of need and is coordinated with major users. This

board would act as a field extension of the Army Clothing and Equipment Board and keep superfluous requirements from reaching the Army Staff level. Though DARCOM should participate in the Board proceedings, the results are forwarded to DARCOM to act in their capacity as a materiel developer.

SEPARATION OF THE MPA - CLOTHING ACCOUNT

The Deputy Chief of Staff for Personnel (DCSPER) is the Program Director for the Military Personnel, Army (MPA) appropriation. This appropriation supports personal clothing (initial issue and maintenance), basic pay and allowances, subsistence, special pays, and a host of other personnel costs.

Because of its budget structure, the budget and corresponding dollars are readily discernible and capable of extraction and movement to an organizational element outside of ODCSPER. Accordingly, it is feasible to monitor, develop, and execute the MPA - Clothing appropriation in a Clothing and Equipment Office and forward this portion of the MPA appropriation to ODCSPER for inclusion in the overall financial document.

The centralization of funding authority, be it MPA or OMA, is an important factor in exercising overall monitorship and control of the clothing and equipment program.

RESEARCH AND DEVELOPMENT FUNDS AND OMA - PROGRAM 7

The Deputy Chief of Staff for Research, Development and Acquisition (DCSRDA) is the Program Director for Research and Development Funds (R&D - Program 6) and the Deputy Chief of Staff for Logistics (DCSLOG) is the Program Director for Operations and Maintenance, Army (OMA - Program 7).

Presently, OMA - Program 7 funds are used for research and development of personal clothing and R&D funds are used for RDT&E of organizational clothing and individual equipment. As shown in the documentation of the current Army Management System this difference has a significant impact on the overall amount of time expended in the development process.

To further solidify the responsibilities and authorities in a single organizational entity, it is proposed that existing funding structure for R&D reflect the central office as the Project Manager.

PROGRAM DIRECTOR FOR OPERATIONS AND MAINTENANCE OMA - 2 AND OMA - 8, ORGANIZATIONAL CLOTHING AND EQUIPMENT

At present, the Deputy Chief of Staff for Operations and Plans (DCSOPS) is the Program Director for Operations and Maintenance, Army - Program 2. This program is used to fund the majority of issues of organizational clothing and individual equipment to combat forces. OMA-Program 8, for which DCSOPS is also the Program Director, funds the issues of organizational clothing and individual equipment to training organizations.

The discussion of the financial process of the current Army management system is contained in Chapter I of this study. The number of appropriations and pro-

grams within appropriations places an unwarranted burden upon the overall management system. It has also been shown that a responsible organizational entity to manage clothing and equipment is a necessary ingredient to a successful management system, and the assembly of as much financial authority and monitorship in this designated organizational element will materially enhance overall management.

Two possible alternatives exist. One is to divide the Program Director authority for OMA Programs 2 and 8 so that organizational clothing and individual equipment is administered by the DCSLOG. The other alternative is to use Program 7 for all OMA budget and funding processes of organizational clothing and individual equipment. This option is preferable because it would allow all OMA funding for clothing and equipment to be within a single program, and with the MPA appropriation and the Stock Fund it would represent the complete funding process. A corollary advantage would be more assurance that budget execution would more nearly follow budget programming if a line were included at the Functional Program level. Once these funds were identified to Post, Camp, and Station level, it would be akin to fencing them for use without the distaste normally associated with fencing.

Though Program 7 is indicated as the preferable alternative, the Study Team recognizes the political and budget realities this change would cause. In view of this, it is recommended that Project Managers for OMA - Program 2 and 8, be established at the centralized office under the auspices of the DCSOPS Program Director. The Program Director would retain overall submit authority and incorporate the inputs received from the Central Office.

ORGANIZATION

One of the most significant shortcomings in the current management of clothing and equipment is the lack of an organizational element that has the ability and capability to effectively manage this commodity from concept to fielding, or from beginning to end. Additionally, this organizational element must be at a level in the chain of command that assures its ability to perform its mission.

A number of the management systems considered and evaluated accept this premise with the only exception being the level of placement within the chain of command.

The Study Team is of firm conviction that centralization of clothing and equipment responsibilities is the key to an effective management system for this particular commodity. As such, it is advocated that final implementation weigh this point heavily. Two prime organizational candidates exists; a central office at DA ODCSLOG, or a PMO concept which would still require a proponent office to be staffed at HQ DA level.

It is anticipated that placing a PMO at DARCOM proper will precipitate discussion if not disagreement. However, the need for close cooperation and coordination with the Army Staff and the proposed Army Clothing and Equipment Board dictates the proximity benefits of this suggestion. The availability of high level R&D and readiness personnel at DARCOM is also a beneficial aspect.

OUTLINE OF STEPS IN DEVELOPMENT OF ORGANIZATIONAL CLOTHING AND INDIVIDUAL EQUIPMENT

Letter Requirement Approved
- Initiate Design (6.4)
- Program Directive II Received (6.4 Funds)
- Prepare Acquisition Plan
- Section V & VI of Acquisition Plan Completed
- Initiate Producibility Engineering and Planning (PEP)
- Conduct Value Review (NLABS)
- Prepare Request for Procurement for Engineering Development Contract
- Data Call for Engineering Development Contract
- Engineering Development Contract Awarded
- Prepare DT/OT II Test Requests
- Test Integration Working Group for DT/OT II Established
- DT/OT Preliminary Draft System Support Package Component List Submitted
- DT II System Support Package Component List Submitted
- OT II System Support Package Component List Submitted
- DT/OT Test Plan Received
- Safety Statement Issued
- System Support Package Available at DT/OT Test Site
- PARS for DT/OT II Completed (NLABS)
- Ship DT/OT II Test Prototypes
- Start DT II
- DT II Completed
- DT II Test Report Completed
- Start OT II
- OT II Completed
- OT II Test Report Completed
- Independent Evaluation Report
- Initiate Draft Technical Data Package
- Technical Data Package (TDP) Finalized
- DEVA Pre-IPR conducted
- DEVA IPR conducted
- Type Classification/Materiel Status Reporting
- Technical Data Package to Army Support Activity (ASA)
- Supply Request Package from ASA to DPSC
- Procurement by DPSC
- Engineering Support to Procurement by NLABS

Figure 4-1

CHAPTER 5

Summarization of Principal Management Approaches Leading to an Improved Operating/Management System

Prior discussion has identified that clothing and equipment has not had either a responsible individual or a responsible organizational entity in charge of the entire program from identification of need to the issue of the item to the using soldier. This paramount concern led to the consideration of determining the primary approaches in the beginning development of management system alternatives - either a centralized or decentralized system.

During the interview and discussion segment of this study leading to documentation of the current Army system of management (Chapter 1 and Appendix A), the use of a decentralized approach was apparent in the disjointed manner that is currently in effect. Each organization, MACOM/subordinate unit, and ARSTAF agency had limited responsibilities that began and ended at ill-defined points in the overall process. The split in responsibility has shown dramatically an inordinate amount of time required for each step and an inability to ascertain the responsibility for failures that have taken place in the development of critical clothing and individual equipment items vitally needed by the Army.

Centralization was determined to be the operating mode that would be the most advantageous from the aspect of limiting participation to the organizations that have a primary role, and for these organizations to respond to the directive authority of a single individual. Centralization also presented the best mode for assurance that responsibility was vested in specific organizational entities.

Once centralization was confirmed as meeting the desired needs of what the optimum management system would provide, a determination of the level of command this organization would reside was the next logical step to consider.

There were three levels of command that were considered in planning for the development of alternative management systems — Army Staff, DARCOM and subordinate unit. At the Army Staff level, consideration was given to assignment of the central office at the ODCSLOG and ODCSPER. These deputates were considered because they now play the predominant roles in the clothing and equipment processes. The Study Team felt after examining capabilities and the structure that exists to perform like duties, that ODCSLOG presented the best potential for accepting the total spectrum of management for clothing and equipment. The Study Team recognized the historical influences that the DCSPER has had with personal clothing items but sincerely believed that adding responsibilities such as research, development, testing and fielding would far surpass the normal functional expertise of individuals in the personnel field. Consequently, the initial review had the Study Team definitely leaning toward centralization at the Army Staff level with ODCSLOG as the leading candidate while recognizing that an operational role was being placed on a staff agency. Subsequently, it was learned that operational assignments to the Army Staff was not in accordance with CSA desires.

The next logical level of placement for the Central Office was to consider DARCOM as a prime candidate for the centralized office. Difficult philosophical

trauma confronted the Study Team at this juncture of the study. While impressed with the research and development performance at DARCOM, this same interest was not displayed or evident in the readiness aspects for the vital commodity of clothing and equipment in either the current organizational structure or the proposed reorganization. The Study Team was concerned that unless a specific Program Management Office (PMO) was established to manage clothing and individual equipment, the commodity would, over time, become lost among the more sophisticated and glamorous items being worked in the R&D and logistics arenas. It is recognized that DARCOM should play the most significant role in the overall management of clothing and equipment and once it was determined that operational matters would be accomplished by operational organizations, DARCOM became the leading entity for acceptance of this mission.

Some thought was given to establishing a proponent organization such as a PMO at either NLABS or USASPTAP. Acknowledging that this approach is now being done for major systems, the Study Team firmly believes that the amount and degree of interface that is required with the ARSTAF makes such an arrangement untenable. The proximity of DARCOM to the ARSTAF is consideration of paramount importance and weighed heavily in advocating this recommendation. Additionally, it is believed the technical and logistical talent among currently assigned individuals will enable formation of an exceptionally superior qualified PMO that will be able to readily assume control over the clothing and equipment commodity in a minimum time period.

In view of the above, the Study Team recommends a centralized PMO at DARCOM level and location. This recommendation presents the most viable pre-requisites for an optimum operating/management system.

In the development of alternative approaches, there still remained the need to review the role of the primary ARSTAF players and to carry out the centralization theme one step further. The Team reviewed where and how to establish a proponent office at ARSTAF. The choice again narrowed to either ODCSLOG or ODCSPER and the same reasoning as whether and where to establish a PMO came to the fore. Consequently, establishing a proponent office in ODCSLOG was determined to be the more logical placement. It is futher suggested, in order to provide the office with the maximum stature and minimum subordinate control, that this proponent office report to either the Director of Transportation, Energy and Troop Support, or to the Deputy Chief of Staff for Logistics, much the same as the Aviation Logistics Office.

Reviewing the management processes within which clothing and equipment were reduced led to a series of management approaches that were confirmed to be in the best interest of the Army to utilize in whatever operating/management system was to be ultimately selected by the General Officer In Process Review (GO IPR). These approaches are summarized below and discussed in detail in other parts of the Study Report:

- Clothing and Equipment as an Entity - At present, personal clothing has a distinct management process that significantly differs from that employed for organizational clothing and individual equipment. An examination of the processes used for each group indicates certain advantages in each system that should be incorporated in the design of an optimum operating/management system. More importantly, treatment of the entire commodity as a single grouping for concept, development,

testing and fielding has a simplification impact in managing and controlling the item(s) within the system. The Study Team advocates treatment of personal clothing, organizational clothing, and individual equipment as a single commodity grouping for management purposes.

- o Concept Process - One of the more striking fallacies observed during the Study was the length of time, purported to be two years, for an organizational clothing or individual equipment item to progress from the inception of an idea to the development stage. Much of this time is attributable to the complex requirements documents now used. The Study Team has developed a proposed Statement of Need, Clothing and Individual Equipment (SN-CIE) that should speed up the concept process yet assure appropriate documentation. This concept is employed in all alternatives considered.

- o Army Clothing and Equipment Board (ACEB) - Each alternative promulgates the use of the ACEB as an approval body in the clothing and equipment system. Under the Chairmanship of the DCSLOG/ ADCSLOG, this board would be restricted to ARSTAF only and serve as the recommending body to the CSA/VCSA when appropriate. The functions of this Board are detailed in Annex D.

- o MACOM Clothing and Equipment Board (MCEB) - The need for users to have a definitive role in the concept process was recognized by establishing a Board, under the Chairmanship of TRADOC, to serve as a filter and approval body for those items warranting consideration for development and ultimate adoption. The MCEB was considered appropriate for each alternative being considered.

- o Testing - Testing was acknowledged to have tremendous importance prior to approving item(s) for production, however, it was readily apparent that too many organizational elements had a piece of the action and delays were observed as this process was discussed and examined. The Study Team believes that development testing can and should be done in concert with laboratory testing under the supervision and control of NLABS. Operational Testing would continue to be administered under the control of TRADOC. This concept is used in all of the alternatives.

- o Direct Communication/Coordination - It was apparent to the Study Team that an undefined amount of time was or could be lost by following the intricate command channels now involved in clothing and equipment management. It is advocated that maximum direct communication/ coordination be authorized for the operating/management system approved for adoption.

ALTERNATIVE MANAGEMENT SYSTEMS

The management approaches discussed, coupled with the static propositions employed, led to the presentation of five alternative management systems to the GO IPR and the selection of a modified Alternative B - DARCOM PMO. Approval was granted by DA Letter, DALO-TST Subject: Improved Management - Clothing

and Individual Equipment (CIE), dated 2 Feb 1982. This modified alternative is amplified in Appendix D.

Included as Figures 5-1 through 5-6 are flow charts depicting the management system alternatives considered.

CLOTHING AND EQUIPMENT MANAGEMENT SYSTEM
(DARCOM – FUNCTIONAL MANAGEMENT)

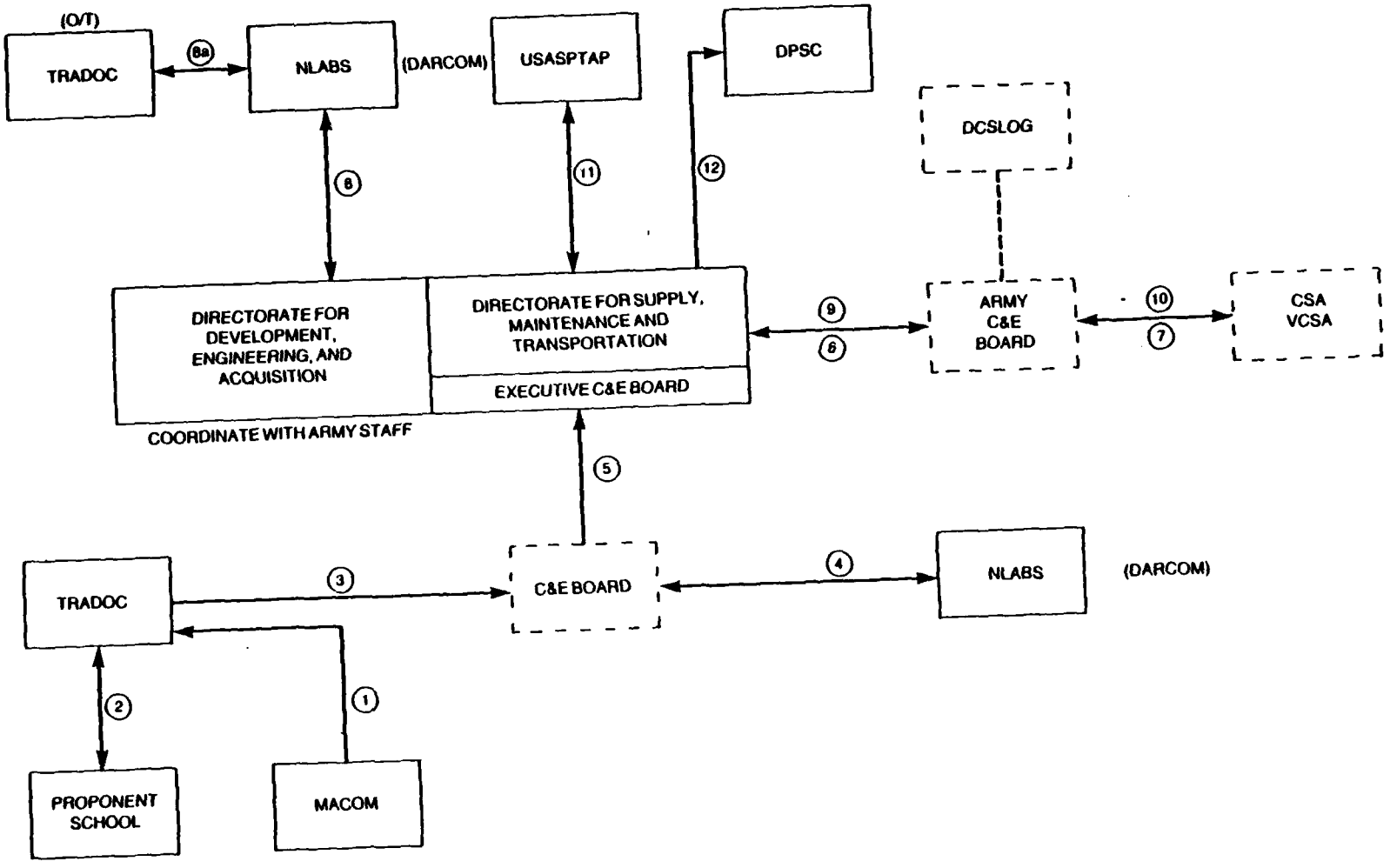

FIGURE 5-1

CLOTHING AND EQUIPMENT MANAGEMENT SYSTEM
(DARCOM–PROGRAM MANAGER CONCEPT)

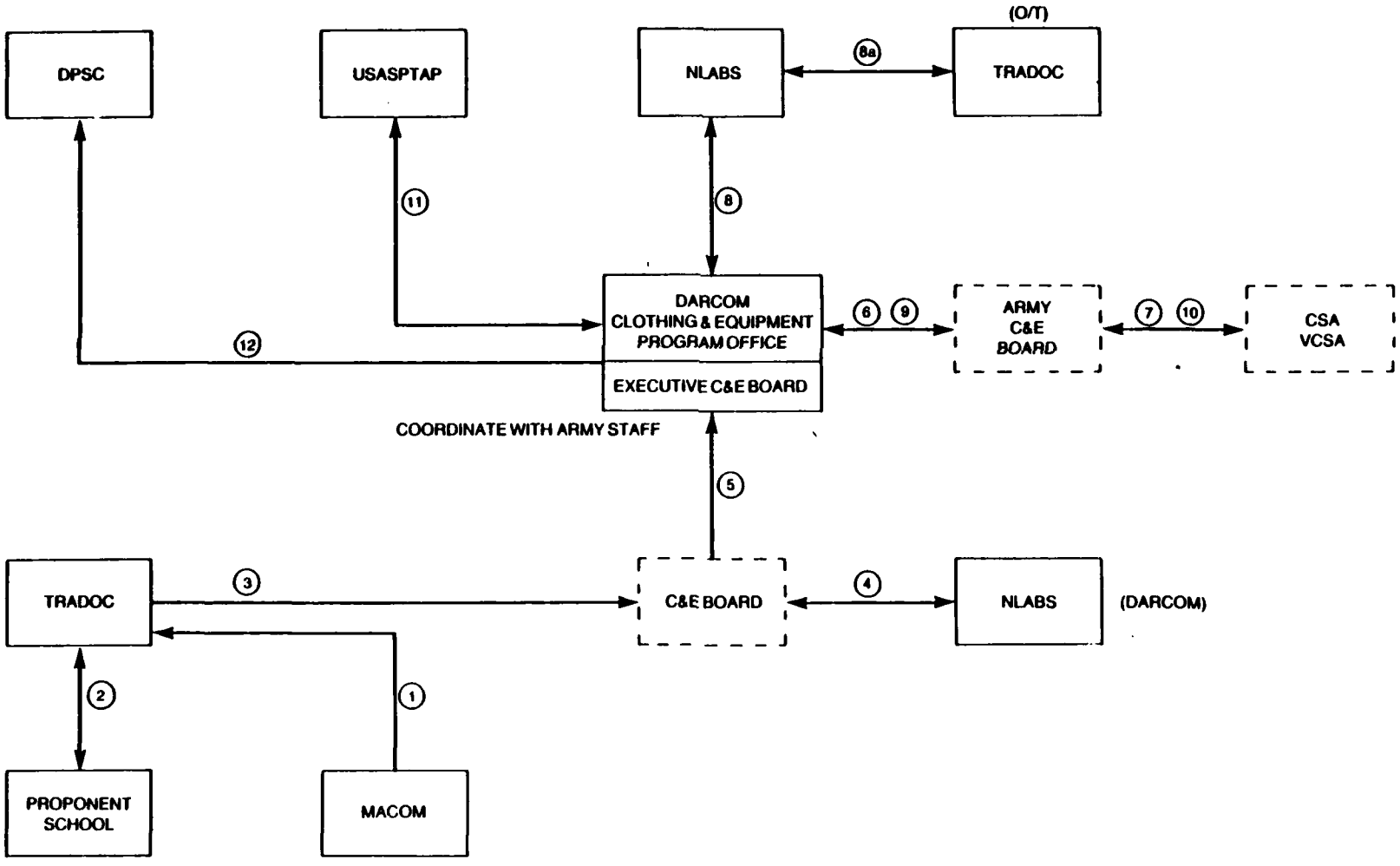

FIGURE 5-2

CLOTHING AND EQUIPMENT MANAGEMENT SYSTEM
(DCSPER – UNTIL DEVELOPMENT IS COMPLETED)
(DCSLOG – BUDGET, FIELDING)

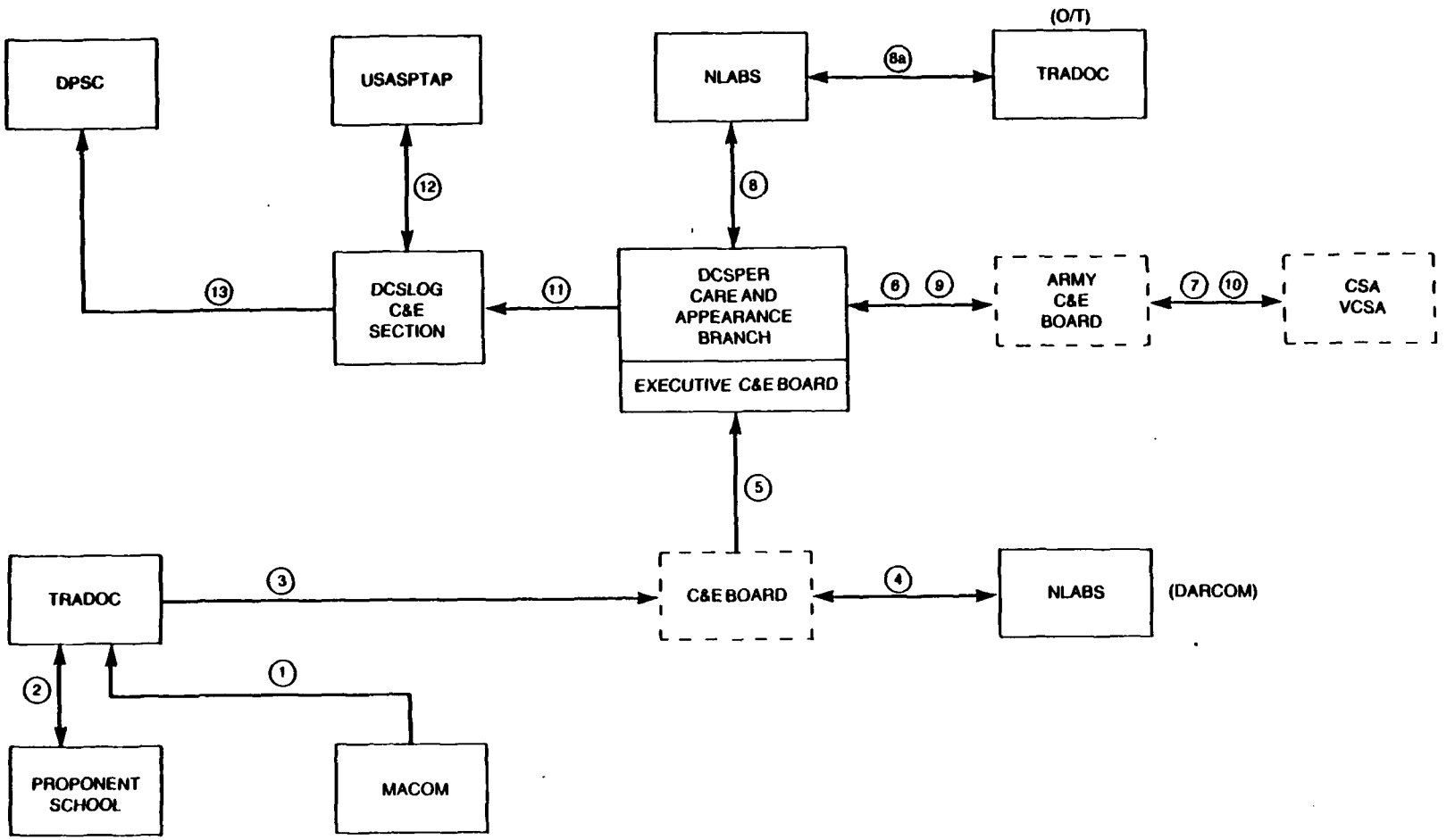

FIGURE 5-3

CLOTHING AND EQUIPMENT MANAGEMENT SYSTEM
(DCSLOG – CLOTHING AND EQUIPMENT BRANCH)

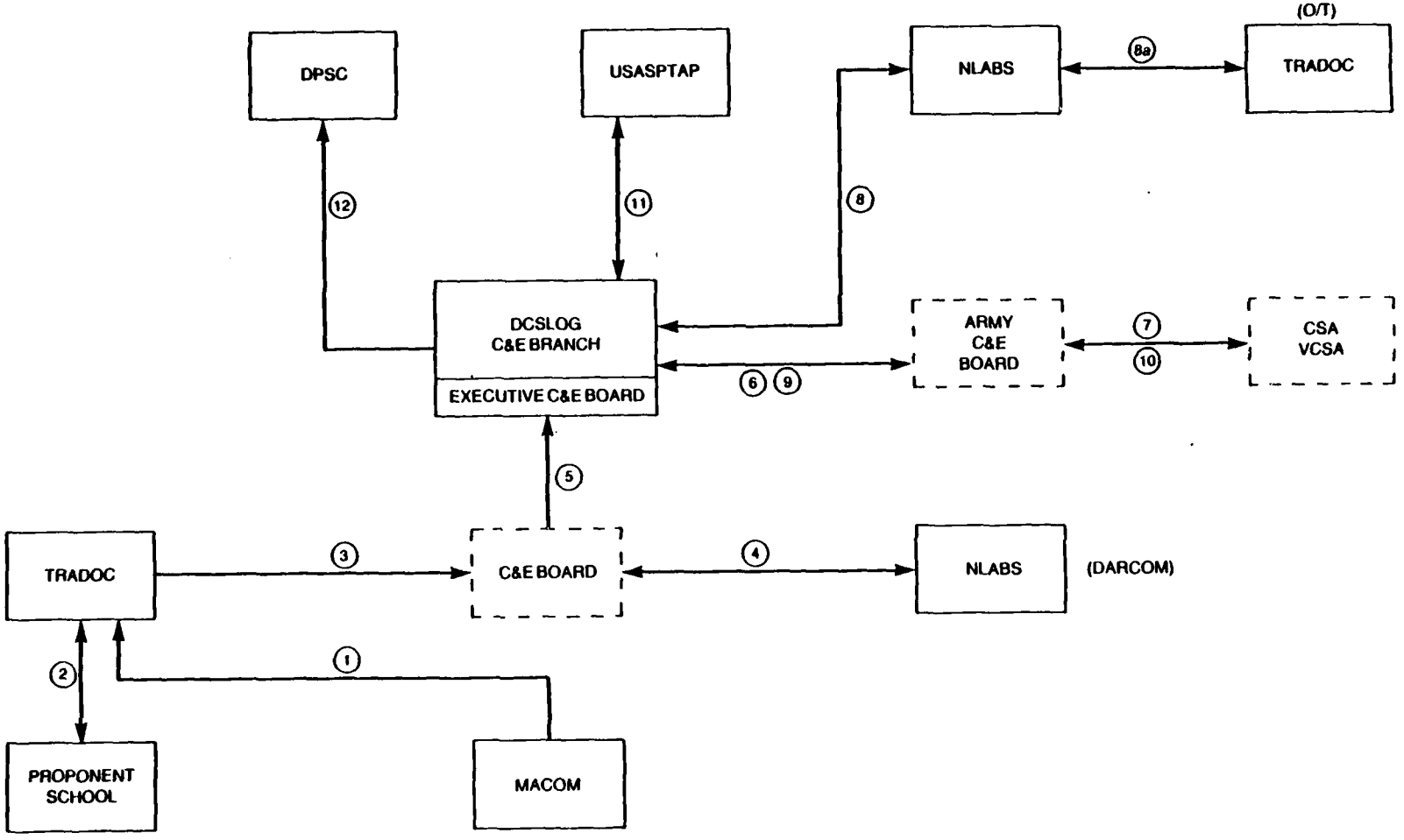

FIGURE 5-4

CURRENT PERSONAL CLOTHING MANAGEMENT SYSTEM

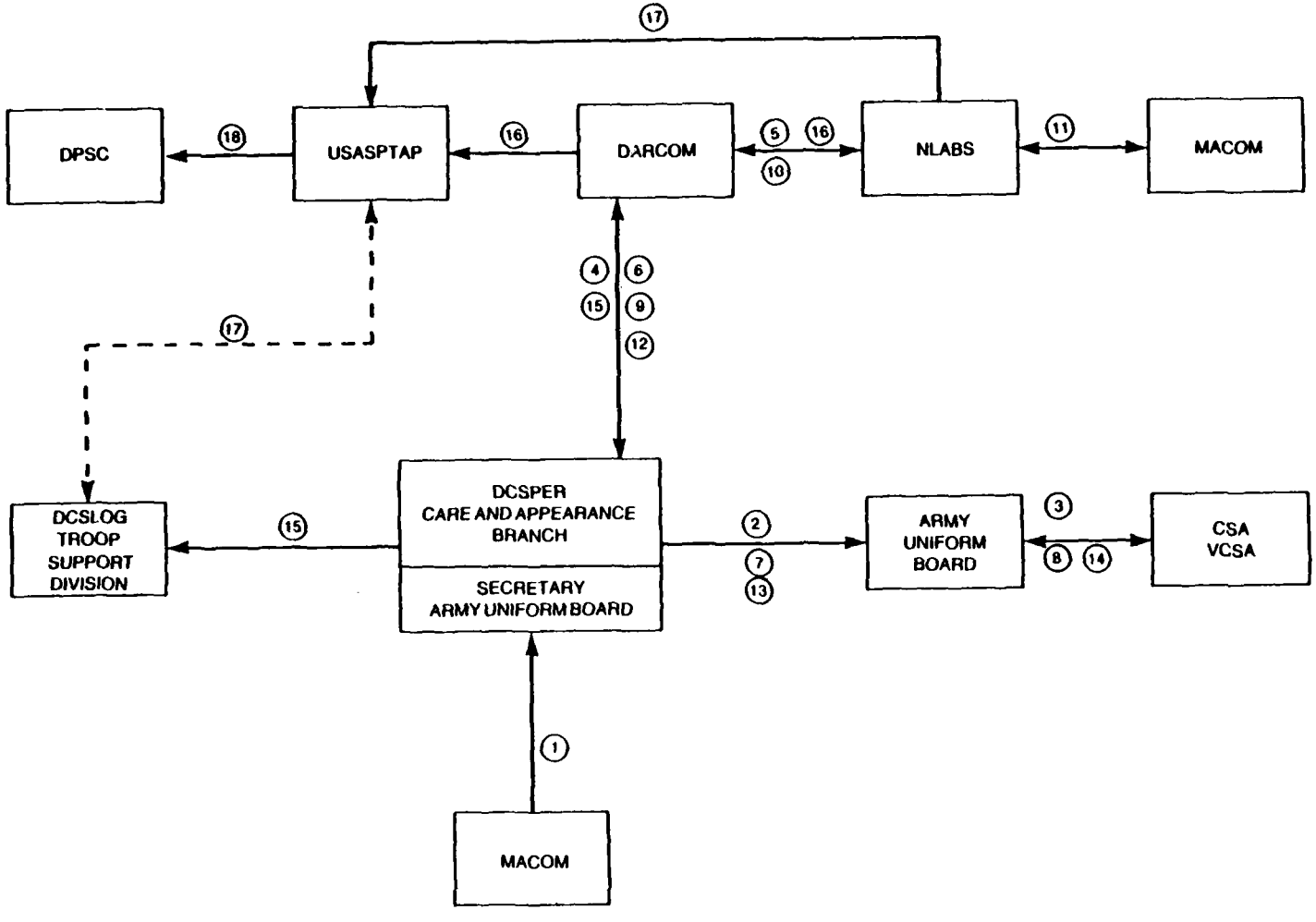

FIGURE 5-5

CURRENT ORGANIZATIONAL CLOTHING AND INDIVIDUAL EQUIPMENT MANAGEMENT SYSTEM

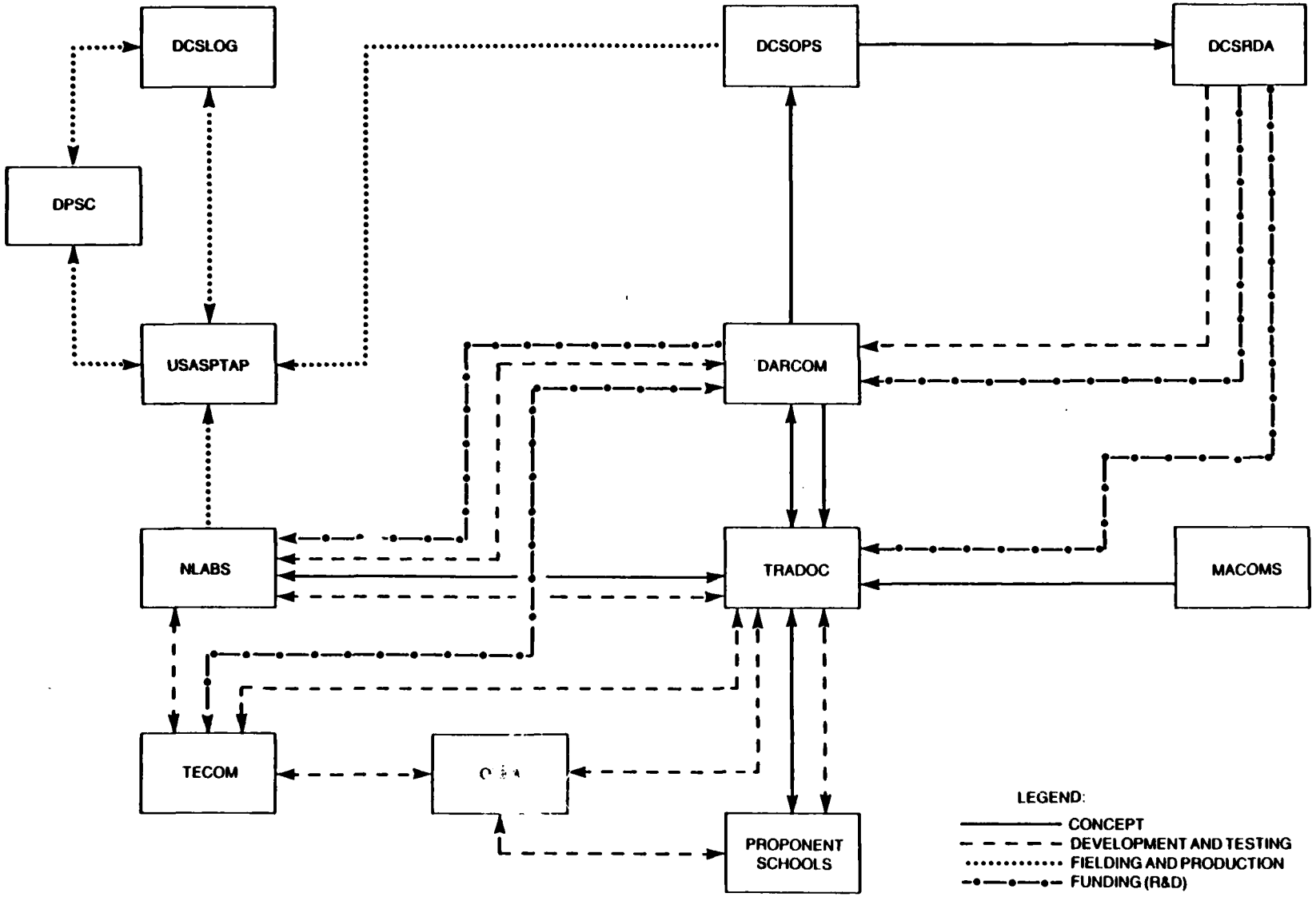

FIGURE 5-6


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